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ABSTRACT

This report presents the California State Department of Education's response to requests from the Joint Legislative Budget Committee for the following information: (1) a data base comprised of different indices of educational need such as pupil achievement, pupil social and economic characteristics, and school district wealth characteristics; (2) alternative formulas for distributing funds to school districts on the basis of pupils' educational needs; and (3) estimates of the impact of the availability of other state and federal categorical aids on the level of funding needed by districts. Section I describes the background to efforts in compensatory education; a set of nine principles as a means of judging alternative proposals to the current resource allocation system; and a description of how the Department will proceed in developing specific alternatives, along with recommendations to the Legislature. Section II describes the components of the Educational Needs and Fiscal Data Bases. Section III briefly analyzes how the data bases might be used to examine the major issues involved in developing a new allocation system for the disadvantaged. A second type of analysis employs both data bases to describe the relationship between indicators of need and funding sources. (Author/MC)

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ED154051

Educationally Disadvantaged Youth

A Report to the Legislature as Recommended
by the Supplementary Report Relating
to the Budget Bill, 1976-77 Fiscal Year

U S DEPARTMENT OF HEALTH,
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UD017843

CALIFORNIA STATE DEPARTMENT OF EDUCATION Wilson Riles, Superintendent of Public Instruction Sacramento, 1976

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Recommendation for This Report

SUPPLEMENTARY REPORT OF THE COMMITTEE ON CONFERENCE
RELATING TO THE BUDGET BILL
REFLECTING AGREED LANGUAGE ON STATEMENTS OF INTENT,
LIMITATIONS, OR REQUESTED STUDIES
1976-77 FISCAL YEAR

Item 321 - Department of Education--Educationally Disadvantaged Youth

It is recommended that:

The Department of Education submit a report to the Joint Legislative Budget Committee by November 1, 1976, containing the following elements: (a) a data base comprised of different indices of educational need such as pupil achievement, pupil social and economic characteristics, and school district wealth characteristics; (b) alternative formulas for distributing funds to school districts on the basis of pupils' educational needs; and (c) estimates of the impact of the availability of other state and federal categorical aids on the level of funding needed by districts.

Summary of the Report

This report contains the Department's response to the following three requests made by the Legislature in the Supplementary Report of the Committee on Conference Relating to the 1976-77 Budget Act concerning item 321:

1. The Department is to provide "... (a) a data base comprised of different indices of educational need such as pupil achievement, pupil social and economic characteristics, and school district wealth characteristics...."

   In response to this request, the Department has developed a computer file known as the Educational Needs Data Base. This data base contains 13 factors which measure the major aspects of educational need requested by the Legislature. Nine additional base factors have been included to facilitate the development of various indices which may be desirable.

2. The Department is to provide "... (b) alternative formulas for distributing funds to school districts on the basis of pupils' educational needs...."

   Because of the highly complex nature of the task and the importance of reflecting the concerns of all the major segments of the school community in a set of proposed alternatives, the Department has not attempted to meet fully this request. Instead, this report contains an outline of the process which the Department will use to develop specific alternatives. The report also contains a set of principles that the Department believes should guide all interested parties in the search for a new allocation system for the disadvantaged.

3. The Department is to provide "... (c) estimates of the impact of the availability of other state and federal categorical aids on the level of funding needed by districts."

   In response to this request, the Department has developed a computer file known as the Fiscal Data Base, which contains fiscal information for 15 state and federal special needs and restructuring funding sources for fiscal year 1975-76. When this file is combined with the Educational Needs Data Base requested in subpart (a), it is possible to make judgments concerning the existing distribution of selected funds relative to the distribution of the disadvantaged population.

The report is organized into three sections. Section I contains three important elements of the Department's response. First, an historical perspective is presented which briefly describes the evolution of state and federal efforts in compensatory education. Second, a set of nine principles is offered as a means of judging alternative proposals to the current resource allocation system. These principles rest largely on the state's experience with compensatory education over the last 12 years. Finally, a description of how the Department will proceed in developing specific alternatives is included along with the following recommendations to the Legislature:

1. The Legislature should utilize the Educational Needs and Fiscal Data Bases to develop a new resource allocation system for the disadvantaged.

2. The Legislature should adopt a set of principles similar to those which will be used by the Department to guide the development of alternative resource allocation proposals.

3. The Legislature should move toward the development of a single body of law governing the allocation of resources for the disadvantaged.

Section II provides a description of the components of the Educational Needs and Fiscal Data Bases. The Educational Needs Data Base is composed of 22 variables, which are divided into the following categories: achievement factors, socioeconomic status factors, district wealth factors, other needs factors, and base factors. The Fiscal Data Base contains district-level entitlements for 15 state and federal categorical and reform funding sources. In addition the Fiscal Data Base contains an estimate or an actual count of the students who participated in these programs.

Section III concludes the report with a brief analysis of how the data bases developed in this report might be used to examine the major issues involved in developing a new allocation system for the disadvantaged. First, a number of traditional indicators of need were selected from the Educational Needs Data Base and used to provide various views of the size and nature of the disadvantaged population, as well as some of the issues surrounding the identification process. The Educational Needs Data Base provides several other measures of need reflecting a broad range of factors that can be used to describe the disadvantaged These factors will be useful in resolving identification issues.

A second type of analysis which is described in Section III employs both data bases to describe the relationship between three indicators of need used in the first analysis and six funding sources selected from the Fiscal Data Base. Through this analysis it is possible to make judgments about the effect of alternative definitions of need and the distribution of certain types of resources. This analysis will be useful in resolving several major policy questions described in Section III.

Section I

Background, Principles, and Recommendations for a New Resource Allocation System for the Disadvantaged

One of the most significant aspects of public school finance in California today is the recognition that equal educational opportunity frequently requires an unequal allocation of resources.

Prior to 1960 state school support emphasized the equalization of support among school districts with inherently unequal property wealth. By the early 1960s, however, it was recognized both at the state and federal levels that a strategy which was designed to ensure equity in funding resulted in the denial of an adequate education to whole segments of the pupil population. Urban and rural poor, limited-English-speaking children, and children of minority backgrounds were consistently turned off or pushed out of school.

With the passage of the McAteer Act in 1963, California led the nation in recognition that children who were from educationally disadvantaged backgrounds required special attention and services in order to realize their full educational potential. Shortly thereafter the federal government followed suit with the passage of the landmark Title I of the Elementary and Secondary Education Act of 1965, which was designed to provide compensatory education for the disadvantaged. Compensatory education was supplemented by efforts at the state level to address specific educational needs of certain students in the basic skill areas of reading and mathematics such as the Miller-Unruh Reading Act.

The implementation of these early efforts provided invaluable insights in developing the state's educational policy by recognizing:

1. The importance of focusing efforts on the early grades to relieve the need for remediation later

2. The need for clear and thoughtful planning for program improvement

3. The value of a diagnostic and prescriptive approach to the identification of individual strengths and needs and the determination of appropriate educational responses

4. A need for program evaluation and accountability for success

Despite generally positive results by the end of the 1960s, the concentrated compensatory approach, most frequently described as categorical aid, had lost some momentum; e.g., (1) there had been little expansion of state and federal efforts beyond this initial allocation; (2) special funds had tended to fragment efforts and discourage comprehensive planning at the individual school site; and (3) in some cases the effort had the effect of isolating and stigmatizing students. The Department of Education and the Legislature took a number of major steps in the early 1970s to respond to these shortcomings and build a more effective and responsive school support system:

1. A framework was established through Early Childhood Education to reduce program fragmentation at the elementary school site through cooperative planning, implementation, and evaluation between the school and its community.

2. The state dramatically expanded existing efforts to meet the special needs of students through various efforts, such as the Educationally Disadvantaged Youth Program and the Bilingual Education Act.

3. A consolidated program application, delivery, and evaluation effort was initiated to ensure coordination of funding sources and programmatic needs.

Principles for the Development of a New Resource Allocation System for the Disadvantaged

This report is the first step in a process to reduce the myriad of existing resource allocation systems to a single body of law and regulations so that all resources designated to meet the unique needs of the educationally disadvantaged are allocated efficiently and effectively. The present system does not fully accomplish this end because they often conflict with one another.

For example, the two largest allocation systems, Title I of the Elementary and Secondary Education Act and the State Educationally Disadvantaged Youth Program (SB 90 EDY) use different mechanisms in an attempt to reach similar populations. Furthermore, under each system funds are allocated to local districts without reference to funds provided by the other. This problem is illustrated as follows: (1) ESEA Title I provides equal dollars per identified pupil to the school district, while EDY uses a weighted pupil allocation system which reflects differences in the concentration of disadvantaged pupils; (2) federal law requires that district ESEA Title I funds be allocated to schools by the number or percentage of AFDC pupils (in contrast, EDY funds are allocated to schools based upon test scores alone); and (3) finally, both programs require that funds be expended upon pupils who are achieving below the second quartile based upon achievement tests. These differences are simply examples. Other funding sources have similar intent of service but dissimilar allocation processes. (See Appendix E for brief descriptions of the allocation system used for the 15 selected federal and state programs.) The confusion concerning the interrelationships of existing allocation systems is compounded by a wide variety of federal and state laws related to the level of services, audit trails, and expected outcomes.

Presently, the entire system reflects the fact that it was built on a piecemeal basis. While existing consolidation and restructuring efforts have mitigated against some of the worst potential defects, a broad new look at all funding sources in this area clearly needs to be taken. Therefore, the following principles which reflect positive as well as negative aspects of the existing system should govern the development of any new resource allocation system designed to better serve the disadvantaged:

1. Because the educational problems facing disadvantaged children may be related to the number and percent of disadvantaged children within a given district, the resource allocation system should recognize the impact of varying concentrations of disadvantaged children at the district and school levels.

2. As far as possible, the resource allocation system should recognize the extent to which restructuring efforts and the wide array of special needs programs are currently serving the disadvantaged so that future allotments will be used to serve children with the highest relative need.

3. Although the resource allocation system should reflect significant shifts in the disadvantaged population, current programs serving the disadvantaged should not be significantly disrupted.

4. The resource allocation system should directly reflect the resources necessary to serve disadvantaged children in a simple, easily understood manner and provide for a regular cycle for updating the input variables.

5. The resource allocation system should not be based on input factors which penalize successful educational practices.

6. The resource allocation system should specify how resources are to be distributed to the districts and to schools.

7. The resource allocation system should not promote racial, ethnic, or economic segregation.

8. The resource allocation system should ensure that a variety of services are available to meet the varying needs of disadvantaged students so that each pupil will be able to work toward his or her maximum potential.

9. The resource allocation system should be flexible enough to accommodate changes in federal programs serving the disadvantaged.

The importance of a predetermined set of principles or concerns designed to guide the search for a more efficient system of resource allocation cannot be overstated. Without such principles, it will be extremely difficult to evaluate various alternatives in a rational manner because the number of possible alternatives is so large.

The Development of Alternatives and Recommendations

By developing the Educational Needs and Fiscal Data Bases, which are described in Section II, the Department of Education has provided the Legislature with the bulk of the information needed to move forward in developing a new resource allocation system for the disadvantaged. Clearly, the next step is

the development of specific alternatives. The Department plans to take the following specific steps to fulfill this aspect of the Legislature's request.

First, the Superintendent will call together a broad-based ad hoc advisory committee to study the data and advise him concerning the development of a new allocation system. This group will be identified in the near future and meet regularly to discuss various alternatives.

After receiving the recommendations of the ad hoc advisory committee, the Department will proceed to develop specific alternative allocation systems and be prepared to offer the Legislature any assistance it may request.

Finally, because of the size and complexity of the task, the Department believes that the final modification of the current allocation system will be developed through a combination of short- and long-range changes to existing law. Consequently, the Department will work toward developing proposals to meet both time lines so that modifications can be implemented at the Legislature's discretion.

While the Department works toward this end, the following recommendations are offered to the Legislature to help structure the review of alternative proposals:

1. The Legislature should utilize the data bases described in this report to develop a new allocation system. The Department is fully prepared to modify the data bases, as necessary, to meet the needs of the Legislature. However, requests for data elements not presently available in the Department may require additional resources to support data collection efforts.

2. At the outset the Legislature should adopt a set of principles similar to those outlined earlier in this section to guide the examination of alternative funding models.

3. The Legislature should give serious thought to developing a single body of state law for the disadvantaged. Such program consolidation is needed to improve significantly the current system of allocating resources which serve the disadvantaged.

Section II

The Development of an Educational Needs Data Base and a Fiscal Data Base

To facilitate the identification of children who require supplemental services, the Department has compiled an Educational Needs Data Base that includes 13 variables measuring different aspects of educational need such as achievement, socioeconomic status, and district wealth. In addition, the data base includes nine factors to facilitate construction of various indices of educational need. All 22 variables were obtained from existing data sources within or outside the Department and were selected according to a predetermined set of criteria.

Appendix A contains a complete description of the selection criteria and the variables selected, as well as those not selected, for inclusion in the Educational Needs Data Base. Among the characteristics used to describe the variables included are: date and frequency of collection, current use, and judgments about reliability and validity of the data. The 22 variables are as follows:

	Variable name	Level of collection[1]
A.	Achievement Factors	
	1. California Assessment Program Test Scores	School (selected grades)
B.	Socioeconomic Status Factors	
	1. Number of AFDC children	District
	2. Number of limited- and non-English-speaking students	District
	3. California Assessment Program Socioeconomic Index	School (selected grades)
	4. Number of children in families below Orshansky poverty level	District
	5. Number of children in families with annual incomes below $3,000	District
C.	District Wealth Factors	
	1. Personal income per capita	County
	2. Assessed valuation per amount of a.d.a.	District

[1]The level of collection represents the lowest level of collection currently available to the state.

Variable Name	Level of Collection
D. Other Needs Factors	
1. Index of selected wages	County
2. Noneducation property tax rates	County
3. Unemployment rate	County
4. Transiency (absenteeism)	District
5. California Assessment Program Mobility Index	School (selected grades)
E. Base Factors	
1. Revenue limits	District
2. Current expense of education	District
3. Property tax rates	District
4. Cumulative number of migrant students	School
5. Number of A-127 program participants	School
6. Ethnic enrollment	School
7. Enrollment	District
8. Average daily attendance	District
9. Modified assessed valuation	District

Another major aspect of developing a new resource allocation system for the disadvantaged is to measure the extent to which the needs of various subgroups of the disadvantaged population are already recognized through existing resource allocation systems. As a first step toward this end, the Department has developed a Fiscal Data Base which describes the distribution of 15 state and federal funding sources, by school district, for fiscal year 1975-76 and an estimate or the actual number of students served by each program. Besides traditional compensatory education programs such as ESEA Title I, Part A, and SB 90 EDY, the Fiscal Data Base contains other funding sources such as Early Childhood Education, federal vocational education, and mentally gifted minors which, in part, provide resources to serve the educationally disadvantaged population. State special education apportionments and funding for the Master Plan for Special Education were also included because they serve a large number of students with exceptional needs, many of whom may be identified as part of the total disadvantaged population.

Appendix B contains a complete description of the sources used for all the elements of the Fiscal Data Base. The funding sources are as follows:

1. Early Childhood Education
2. Miller-Unruh Reading Act
3. ESEA Title I, Part A
4. ESEA Title I, Migrant
5. ESEA Title IV B (II)
6. Educationally Disadvantaged Youth (SB 90)
7. Bilingual Education Act of 1972 (AB 2284)
8. Bilingual Education Act (Title VII)
9. Mentally Gifted Minors Act
10. Vocational Education Act, Parts B and F
11. State Special Education Apportionments

12. Master Plan for Special Education
13. Education of the Handicapped Act (Title VI B)
14. Emergency School Aid Act
15. Demonstration Programs in Reading and Mathematics

In summary the combination of the Educational Needs Data Base and the Fiscal Data Base provides a thorough description of characteristics and resources presently associated with the disadvantaged population. Used in conjunction with one another, they yield a second basis for making judgments regarding the effects of any changes in the system of allocating educational resources.

Section III

A Brief Analysis of the Data

The data included in the Educational Needs and Fiscal Data Bases will allow the Legislature to explore the extremely complex issues which must be resolved in the development of a new system of resource allocation for the disadvantaged. As an example of the way in which the data bases might be used to resolve some of these issues, the following analysis is offered.

Historically, the disadvantaged have been identified either by many indicators which measure some aspect of poverty or by various student characteristics that tend to impede learning. Because of these differences in methods of identification and several other factors, it is difficult to measure the present size of the total disadvantaged population. However, some of the subgroups of the larger disadvantaged population can be identified relatively easily by using several commonly employed indicators of need. Taken separately, or in combination, these measures provide differing views of the size and nature of the total disadvantaged population and insight into some of the major issues associated with the identification of the disadvantaged. For example, four different but typical categories of need are displayed in Table 1.

Obviously each of the categories used in Table 1 describes a needy population. However, other groups of disadvantaged children are not represented by the four indicators used for illustration purposes in Table 1. Success in school is a function of many other factors. For example, the cultural and social assets which each child brings to the schooling process are also important. The Educational Needs Data Base contains 13 variables which provide a means for recognizing a wide range of characteristics describing various disadvantaged populations.

In addition, it should be noted that it is neither possible nor wise to measure the exact size of the total disadvantaged population on a student-by-student basis. The definition of the total disadvantaged population is an extremely complex concept. It contains a large number of interrelated subgroups, and the relative needs of the students in these groups are constantly changing. Furthermore, the total disadvantaged population is in a constant state of flux because statistics purporting to measure the disadvantaged are collected at various points in time. Consequently, to consider the number of AFDC children or any combination of the major subgroups as a precise measure of the disadvantaged population is misleading. The factors included in the Educational Needs Data Base should be used to develop an accurate estimate which should be viewed as an indicator of a range of figures that define the total disadvantaged population.

Another issue which is closely related to determining the size of the disadvantaged population concerns the recognition of degrees of need which exist among the disadvantaged. Using the example cited above, it is likely that a large number of students described as limited-English-speaking and non-English-speaking (LES/NES) are also included in one or more of the poverty populations. In view of this overlap, a major policy question which must be answered is to what extent, if any, are children who possess multiple needs factors more disadvantaged than are other members of the disadvantaged population? This overlap is simply an example; there are clearly many other factors which could be important in judging different levels of need among the total disadvantaged population.

The complexities involved in developing a new resources allocation system for the disadvantaged are not limited to the identification of the disadvantaged. The problems of measuring the relationship between the distribution of existing resources and the distribution of the disadvantaged

Table 1

Number of Children in Selected Subgroups
of the Disadvantaged Population

Category of Need	Number
Children from low income families, as determined from IRS and AFDC data (3-18 years)[1]	1,471,524
Children below Orshansky poverty level (birth-18 years)[2]	1,050,464
Children in families receiving AFDC payments (5-17 years)[3]	597,396
Children identified as non-English-speaking or limited-English-speaking (NES/LES) (5-17 years)[4]	233,520

[1] Identification of Children from Low Income Families - Internal Staff Report, May 4, 1975. The total figure derived in the report is an estimate.

[2] 1970 Census, fourth count, variable number 85. The Orshansky poverty measure is an index based on the level of income remaining after basic food needs are met. It sets need standards for a large number of different family types and recognizes the differing needs of farm and nonfarm families. In 1969 it was adopted as the official measure of poverty in the United States.

[3] Distribution of AFDC Children by School District, CARM Unit Form 15, January, 1976.

[4] Limited-English-Speaking and Non-English-Speaking Students in California, a report to the Legislature required by Education Code Section 576.2, 1975.

population are closely related and equally complex. To illustrate these difficulties, a brief analysis was made of the relationships among three of the four measures of need used in Table 1 and the distribution of six selected funding sources. Through this analysis, it is possible to visualize how various methods of identifying the disadvantaged might be related to the current distribution of funds which impact on the disadvantaged.

Briefly, the methodology used in this analysis is as follows. First, all school districts were ranked from highest to lowest on each of the following indicators:

Indicators Based on Numbers of Children

1. Number of children (five through seventeen years) from families receiving AFDC payments by district (variable B-1 on the Educational Needs Data Base)

   Note: Children from families receiving AFDC (Aid to Families with Dependent Children) payments are generally considered to be among the most impoverished. The count of these children is obtained by county superintendents of schools from county welfare offices and reported to the state on a district basis.

2. Number of children (birth through eighteen years) falling below the Orshansky poverty level by district (variable B-4 on the Educational Needs Data Base)

   Note: The number of children falling below the Orshanky poverty level is determined on the basis of the cost of food for farm and nonfarm families of various sizes. This variable was collected during the 1970 census and is considered a reliable measure of poverty.

3. Number of limited- and non-English-speaking students (five through seventeen years) by district (variable B-2 on the Educational Needs Data Base)

   Note: The number of limited- and non-English-speaking students was determined by asking school teachers to make judgments about the linguistic abilities of their students. This factor was collected for the language dominance survey of 1974-75.

Indicators Based on Concentrations of Children

4. Concentration of AFDC children by district (district AFDC population divided by district enrollment)

5. Concentration of Orshansky children by district (district Orshansky population divided by district enrollment)

6. Concentration of limited- and non-English-speaking students by district (LES/NES enrollment divided by district enrollment)

After ranking districts on each of the six indicators of need, each ranked list of districts was arrayed on a quintile scale so that each quintile contained approximately 17 percent of the total state enrollment.[1] As a result, quintile 1 for each indicator contains those districts with the highest number or concentration of AFDC children, Orshansky children, or LES/NES students, while quintile 5 contains those districts which ranked lowest on these factors.

With 1,048 school districts in the state divided into quintiles for each of the six needs indicators, the amount of funds allocated from selected funding sources was aggregated for all districts within each quintile.[2] The funding sources used were selected because they represent a reasonable cross section of programs affecting the disadvantaged both in terms of size and intent.[3] The funding sources are as follows:

Source	Amount Allocated[4]
ESEA Title I Part A	$ 127,560,992
Educationally Disadvantaged Youth	90,386,959
Early Childhood Education	61,749,589
Miller-Unruh Basic Reading Act	13,921,595
Bilingual Education Act (AB 2284)	7,763,798
Bilingual Education Act (VII)	16,351,290
	$ 317,734,223

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[1] Because Los Angeles Unified School District is so large (approximately 14 percent of the state's enrollment), it was excluded from the ranking process and accounted for separately. As a result, each quintile contains 17 percent of the state enrollment rather than 20 percent. In figures 1 through 6, Los Angeles is denoted by dotted lines and is shown as an addition to the quintile it would have been in had it been included in the ranking.

[2] In the 1975-76 fiscal year, there were 1,048 school districts.

[3] All funding sources are part of the fiscal data base. See Appendix B for additional information concerning this data base.

[4] All amounts are from fiscal year 1975-76. It should also be noted that not all of the funds from these sources are designed to serve the disadvantaged exclusively.

Figures 1 through 6 present a graphic display of the total funds contributed to each quintile by the six funding sources. Appendix C contains a more detailed analysis of the relationships among the six indicators of need and the six funding sources.

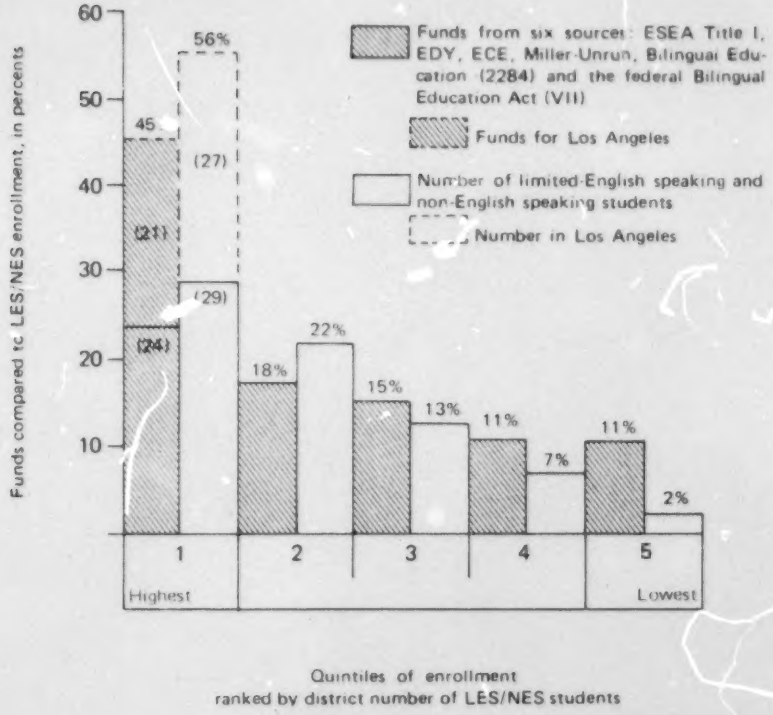
From this type of analysis, it is possible to make several statements about the relationships between the distribution of funds and certain definitions of disadvantaged students. For example, Figure 1 displays the relationship between number of LES/NES students by district and the percentage of funds allocated from the six selected funding sources. This figure shows that districts in quintile 1, all of which had large numbers of LES/NES, received the largest share of ESEA Title I resources. More specifically, quintile 1 reveals that districts with 29 percent of the LES/NES population received 24 percent of the funds provided by the six funding sources. With the addition of Los Angeles Unified School District (denoted by the broken lines on all six figures), it can be stated that the largest districts have 45 percent of the funds provided by the six selected fund sources and 56 percent of the total LES/NES population. In contrast Figure 2 shows that the districts with the highest concentration of LES/NES pupils serve 42 percent of the LES/NES population and receive 25 percent of the funds provided by the selected funding sources. Figures 3 through 6 display similar types of relationships between the selected funding sources and the other indicators of need.

For a variety of reasons, conclusions must be drawn carefully from an analysis of this type. For example, the inclusion of funding sources such as ECE and Miller-Unruh (which are not legislatively earmarked at the district level solely for the disadvantaged as defined by the six indicators used in this analysis) will tend to equalize resource levels between quintiles. Furthermore, the distribution of resources below the district level is not reflected, and this fact significantly limits any description of the distribution of disadvantaged students and the resources they receive. Once again ECE can be used as an example to illustrate this point. A district level analysis will reflect a distribution pattern significantly different from a school level analysis, which would reveal a bias in favor of schools with the greatest need as required by statute. Similar differences occur in a district and school level analysis of Miller-Unruh.

Nevertheless, figures 1 through 6 do offer a general sense of the distribution of selected funds which affect disadvantaged children and suggest several major policy questions concerning the disadvantaged. For example, what should be the relationship between districts with high levels of special needs characteristics and the funds available from various sources to meet those needs? Which fund sources or portions of fund sources should be taken into account when estimating the degree to which current funds are allocated to meet the needs of the disadvantaged? How should future increases in funding for the disadvantaged be distributed across the identified population? These questions and others must be resolved in order to develop an effective means of providing resources to meet the needs of the disadvantaged.

In conclusion it should be noted that the resolution of these questions suggests the need for a fiscal data base below the district level. Without such a base only the most gross judgments can be made concerning the impact of current funds on the disadvantaged. However, at present, the bulk of the Department's fiscal records are maintained at the district level. To move toward aggregating fiscal data at the school level may require legislative approval and additional funds to manage such a system at the state and district levels.

Fig. 1. Distribution of selected funds according to number of LES/NES students enrolled

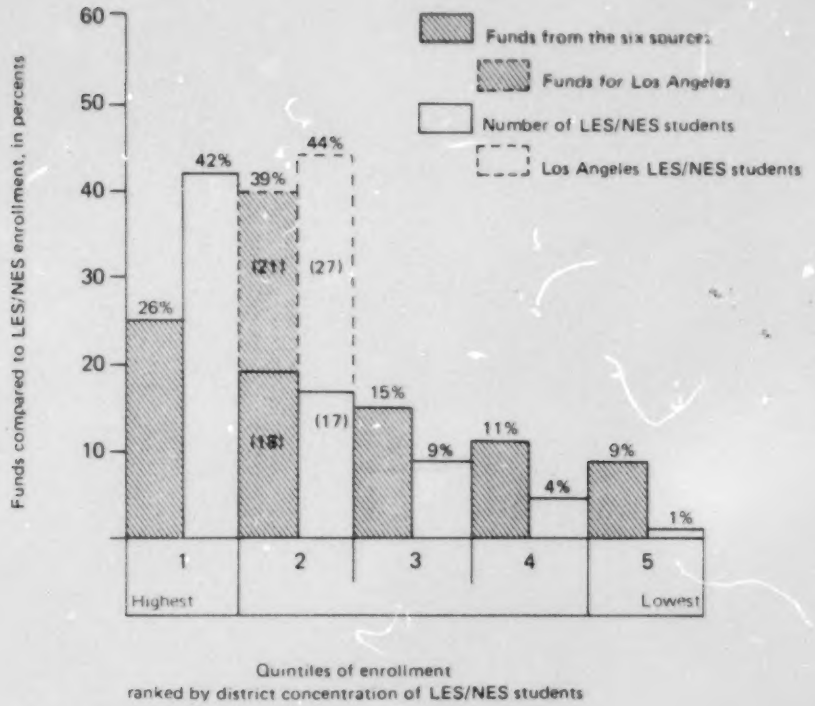


Summary of Data for Figure 1*

Quintiles	1	2	3	4	5
Number of districts	24	64	97	183	679
Average district enrollment	30,314	12,134	7,867	4,108	1,120

*Does not include Los Angeles

Fig. 2. Distribution of selected funds according to concentration of LES/NES students enrolled



Summary of Data for Figure 2*

Quintiles	1	2	3	4	5
Number of districts	204	130	53	131	429
Average district enrollment	3,569	5,940	4,986	5,865	1,769

*Does not include Los Angeles

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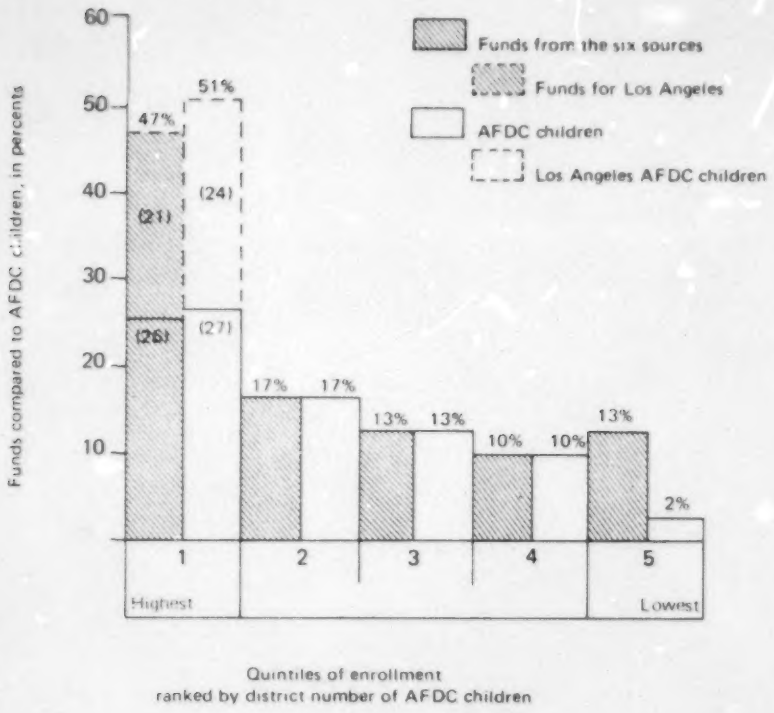
Fig. 3. Distribution of selected funds according to number of AFDC children

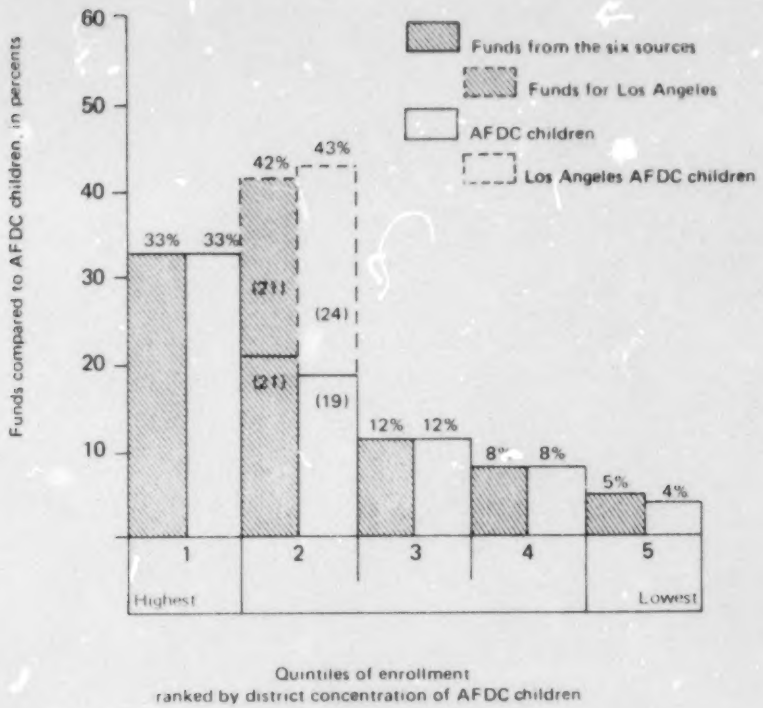


Summary of Data for Figure 3*

Quintiles	1	2	3	4	5
Number of districts	18	48	78	129	774
Average district enrollment	40,819	16,107	9,878	5,895	983

*Does not include Los Angeles

Fig. 4. Distribution of selected funds according to concentration of AFDC children

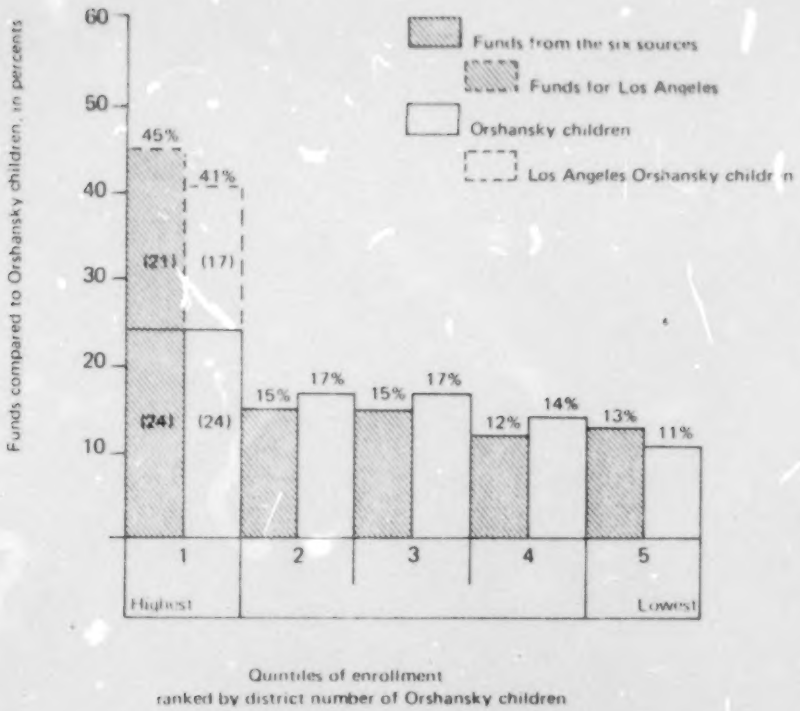


Summary of Data for Figure 4*

Quintiles	1	2	3	4	5
Number of districts	158	205	221	205	258
Average district enrollment	4,642	3,670	3,469	3,750	2,957

*Does not include Los Angeles

Fig. 5. Distribution of selected funds according to number of Orshansky children

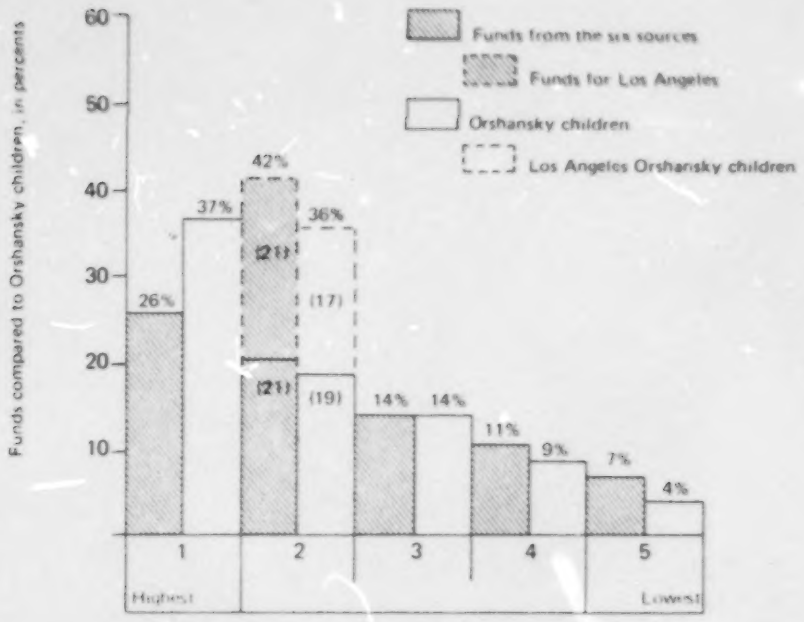


Summary of Data for Figure 5*

Quintiles	1	2	3	4	5
Number of districts	21	46	87	150	743
Average district enrollment	35,006	16,841	8,739	5,079	1,020

*Does not include Los Angeles

Fig. 6. Distribution of selected funds according to concentration of Orshansky children



Summary of Data for Figure 6*

Quintiles	1	2	3	4	5
Number of districts	353	203	158	153	180
Average district enrollment	2,119	3,255	4,805	4,967	4,235

*Does not include Los Angeles

Appendix A

An Explanation of the Educational Needs Data Base

The Department has developed, as part of the data base, a computer file containing measures of educational need. Presently, that data base can be accessed through the Teale Data Center, and any inquiries concerning specific data elements should be directed to the Department's Office of Data and Forms Control. (See Appendix D for file layouts.)

Selection Criteria

Definitions of educational need vary greatly, and the set of variables used in any allocation system reflects the criteria and assumptions of those who develop the data base. Since these assumptions are critical to determining the usefulness of the variables, their explication is essential. The criteria used for the selection of variables include:

1. The variables should be collected on a timely basis. Timeliness does not mean that each data element must be collected annually. Rather, it recognizes a match between the rate of change of a particular variable and the frequency of its collection. For example, measures of racial and ethnic composition may not change substantially over time, whereas the income of a child's family may be subject to frequent fluctuations. Therefore, any allocation system using family income as an index of need must be measured more frequently in order to incorporate the changes which occur.

2. The variables should be from the most recent data collection cycle. Within the collection cycle for a particular variable, the latest data will define the population most accurately and should always be used.

3. The variables should be reliable. The data collected must be of adequate quality so that the same relative counts would be obtained upon replication of the collection technique at the same point in time. Furthermore, when sample surveys are used to assess the characteristics of the entire population on some dimension, an analysis must be made to ensure that the samples are sufficiently large and representative of the entire population.

4. The variables should be valid. An estimate should be made of how well each variable measures that which it purports to measure. In some cases, a variable may be judged on its face to be a sound measure of a given characteristic. In this case, a variable is said to have high "face validity." In contrast, a variable may be viewed as a strong proxy for some factor which cannot be directly measured; in this case, the variable is said to have high "concurrent validity." (For the purposes of making determinations about the worth of various variables, only face validity was judged.)

5. The variables should be independent of local biases. All segments of the defined population must be counted equally, and opportunities to manipulate the data elements which define variables should be minimal.

6. Whenever possible, more than one variable should be included from each major category of educational need. Since the different variables represent diverse definitions of need, more than one will be included in order to provide maximum flexibility in analyzing various alternative allocation systems.

7. The variables should describe or reflect some aspect of the entire disadvantaged population. Whether the variable measure is based on a sample or on the full population, it must provide adequate coverage of the entire population. For example, a measure which is available only for the elementary grades may prove to be of limited use when the funding formula is intended to allocate money across the kindergarten through twelfth grade population.

8. The cost of data collection must be low. Since any formula chosen is likely to include several variables, it is essential that the collection costs remain relatively low. Every effort should be made to minimize costs by utilizing data readily available within or outside the Department of Education.

Variables Examined and Selected for Data Base

This subsection describes the variables selected for inclusion in the Educational Needs Data Base and includes a brief description of each. Since the data used generally represent statistics which have been collected for other purposes, a large number of variables which represent a compromise of the selection criteria are included. In each category, four to 15 variables were considered for inclusion, and the best were selected for reasons which will be explained.

Within each category of factors, data aggregation levels vary. While we recognize that the ideal might be school-by-school aggregation, with the option to use a higher level when desired, current data collection efforts do not always require such a low level of aggregation. Therefore, we have included each variable at the lowest available level, and each can be used at a higher level if necessary.

The broad categories which define the Educational Needs Data Base are: (1) achievement factors; (2) socioeconomic status (SES) factors; (3) district wealth factors; (4) other needs factors; and (5) base variables. Achievement factors have been included because an increase in academic achievement is generally regarded as the goal of successful compensatory education programs. Socioeconomic characteristics are important because of the strong positive correlation between income and achievement. District wealth factors represent the ability of persons in a school district to generate income for their schools. The other needs category contains factors measuring a variety of characteristics which are indicative and predictive of children with problems and districts with a fiscal inability to cope with these problems.

Base variables simply represent a set of factors which are useful in combination with variables measuring some aspect of need. In and of themselves they do not represent needs; they provide basic information on the general numbers and characteristics of the school-age population and allow for the construction of various indices.

The latter part of this subsection will provide a similar, but briefer, analysis of the set of variables which were examined, but not chosen, for inclusion in the data base. These variables will be presented in the same five categories as the selected variables so that the reader may assess and compare the two listings.

Achievement Factor. Following a review of several sets of test scores, only one -- the California Assessment Program (CAP) scores -- was included in the data base. The Characteristics of the CAP scores are identified in Table A-1.

The California Assessment Program (CAP) results have been chosen primarily because they represent the only source of scores for every district throughout the state. Average test scores, by school, are available for grades two, three, six, and twelve in four basic subject matter areas. Most frequently, other sets of achievement score data contain information only for schools which already receive categorical funds. Furthermore, CAP scores are standardized statewide so that no adjustments between tests are required.

Table A-1

DESCRIPTORS OF ACHIEVEMENT FACTOR USED IN EDUCATION NEEDS DATA BASE

Achievement factor (date of collection)	Descriptors					
	Current level of collection	Frequency of collection	Current use	Face reliability[1]	Face validity[1]	Date source
1. California Assessment Program Test Scores (1975-76)	School (selected grades 2, 3, 6, 12)	Annually	Basis of Annual Report to Legislature	High	High	Internal

[1] Descriptions of variables as having "low", "medium," or "high" reliability and validity represent the subjective judgment of the Department.

Socioeconomic Status (SES) Factors. Five different SES factors have been included in the Educational Needs Data Base, and Table A-2 identifies each factor. The reasons for the wide range of factors are the breadth of categories which are defined as socioeconomic status factors and the inadequacy of any of the factors to meet fully the criteria set out earlier.

The factor, "number of children in families receiving Aid to Families with Dependent Children," was included in the data base because AFDC status is generally recognized as a proxy for need. This factor is reliable, covers all school-age children, is routinely collected, and accessible. However, the count of AFDC children is subject to two major problems which cast doubt on the validity of AFDC status as a proxy for poverty: (1) all needy groups do not apply equally for this aid; and (2) AFDC eligibility standards vary among counties.

Data for the factor identified as "number of LES/NES students" was obtained from the language dominance survey of LES/NES students. This factor is an adequate indicator of special needs since it identifies children who have linguistic difficulties. Collected at district level in 1975-76, cost is not an issue since the data are already collected annually for other purposes; however, the data suffer from less than desired levels of validity and reliability. To develop the statistics, teachers are asked to indicate the numbers of children who fit into either the limited-English-speaking (LES) or non-English-speaking (NES) categories. Most of these assessments are subjective teacher judgments and are not based on quantifiable measures. As a result, their reliability and validity are low in relation to the other measures included in the data base.

Table A-2

DESCRIPTORS OF SOCIOECONOMIC STATUS FACTORS USED IN EDUCATIONAL NEEDS DATA BASE

Socioeconomic status factors (date of collection)	Descriptors					
	Current level of collection	Frequency of collection	Current use	Face reliability	Face validity	Data source
1. Number of children in AFDC families (January, 1976)	School district (ages 5-17)	Annually	Title I district suballocations	High	High	Internal
2. Number of LES/NES students (1975)	School district (grades K-12)	Annually	To establish relative need for bilingual funds	Low	Moderate	Internal
3. California Assessment Program socioeconomic status index (1975-76)	School (grades 2,3)	Annually	To compute comparison band factor for California Assessment Program	High	Moderate	Internal
4. Number of children in families below Orshansky poverty level (1970)	School district (ages 1-18)	Decennially	Currently not used	Moderate	High	Internal
5. Number of children in families with income below $3,000 (1970)	School district (ages 5-17)	Decennially	Currently not used	Moderate	High	Internal

The "California Assessment Program socioeconomic status index" is currently used as one of the predictors for achievement score data. As such, it has been tested, and its reliability is high; however, its validity is judged to be only moderate. The index is based on a teacher's judgment of the occupational level of each student's parents. The variable represents the average score on a four point scale for each school with grades two and three. The greatest flaw in this index lies in the fact that the data are collected only for two grades; direct data on this measure would not be available for any nonunified district (e.g., a union high school district) unless data were obtained through extrapolation from the elementary schools which feed into a high school district.

The variable entitled "number of children in families below the Orshansky poverty level" is a factor which has become increasingly accepted as one of

the preferred indicators of poverty. Developed in 1964, the Orshansky poverty level is based on variations in the cost of food for farm and nonfarm families of various sizes. The count of the number of children below the age of eighteen who are in families with incomes below the Orshansky poverty level is judged to have high face validity since it is based on equivalent information covering all members of the population. There is a flaw in this data source, however, because income is subject to frequent fluctuations while information on children below the poverty level is collected every ten years (the decennial census). As a result, the data are quickly outdated.[1]

The measure of "number of children in families with incomes below $3,000" is similar to the Orshansky measure in that it is extremely thorough and has a high degree of reliability. However, two major problems are: (1) it is census data and therefore collected only every ten years; and (2) $3,000 is a very low poverty threshold. This figure, which was commonly used around 1963 by the Council of Economic Advisors to assess the percentage of the population living at or below poverty levels, should be raised to approximately $5,000 for a family of four to provide a more realistic standard of need.[2]

District Wealth Factors. Measures included within district wealth factors attempt to assess, from the district standpoint, relative degrees of burden in providing an adequate fiscal base for education. The two measures currently included in the Educational Needs Data Base are displayed in Table A-3.

"Modified assessed valuation per unit of a.d.a." has been included because it is the generally accepted measure of a district's property wealth. While local property taxes remain the source of wealth for the production

Table A-3

DESCRIPTORS OF DISTRICT WEALTH FACTORS USED IN THE EDUCATIONAL NEEDS DATA BASE

District wealth factors (date of collection)	Descriptors					
	Current level of collection	Frequency of collection	Current use	Face reliability	Face validity	Data source
1. Personal income per capita (1973-74)	County	Annually	Revenue projections	High	High	Department of Finance
2. Modified assessed valuation per unit of a.d.a. (1975-76)	School district	Three times yearly	Apportionment and cost reporting systems	High	High	Internal

[1]At the time of the study, 20 of the 1,048 school districts operating in 1975-76 did not have counts of children below the Orshansky poverty level. This was due to the fact that these districts did not exist in 1972 when the Department reorganized the census data on a school district basis.

[2]As in the case of the number of children in families below the Orshansky poverty level, data on the number of children in families with incomes below $3,000 are not available for 20 of the 1,048 school districts.

of school revenues, modified assessed valuation per unit of a.d.a. is one of the best predictors of the funds a district can raise.

"Personal income per capita" was included in the data base because it is an excellent measure of the ability of a community to pay for educational services. At the present time, the greatest difficulty with this measure is that its lowest level of collection is currently the county level.

Other Needs Factors. In the other needs category is a series of variables which indicate additional measures of educational need. These are identified in Table A-4.

The indicator referred to as "index of selected wages" is an attempt to estimate the differing costs of education, or purchasing power of educational dollars, from one area to another. The weighted index is based on three wage factors: average wages for county employees; average wages for manufacturing employees, and average wages for all wage earners. The first two factors receive double weight in the index because it is assumed that teachers are more likely to seek alternative employment in these employment categories. Since approximately 85 percent of school district funds are spent on salaries, the "index of selected wages" covers the majority of purchasing power differences which exist among school districts. Problems associated with the use of this indicator center around its relatively untested nature and its current availability at the county level only.

Table A-4

DESCRIPTORS OF OTHER NEEDS FACTORS USED IN THE EDUCATIONAL NEEDS DATA BASE

Other needs indicators (date of collection)	Descriptors					
	Current level of collection	Frequency of collection	Current use	Face reliability	Face validity	Data source
1. Index of selected wages (1974-75)	County	Monthly	No current fee	High	High	State Controller
2. Noneducational property tax rate (1975-76)	County	Annually	Current local revenues for noneducational purposes	High	High	State Controller
3. Unemployment rates (1976)	County	Monthly	Funding factor for Vocational Education, parts B and F	High	Moderate	Internal
4. Transiency (absenteeism) (1975-76)	School district	Three times a year	SB 90, EDY district allocation factor	High	Moderate	Internal
5. California Assessment Program mobility index	School (grades 2,3)	Annually	Computation of comparison band on California Assessment Program	Moderate	High	Internal

The "noneducational property tax rate" is a crude indicator for municipal overburden, a concept which attempts to account for the high public costs associated with maintaining urban areas. Its chief drawback is its relatively high (county) aggregation level. Presently, it is neither possible to account for noneducational city taxes on a school district basis nor to relate services provided by the receipts raised from such taxes.

"Unemployment rate" is a statistic gathered monthly by the California Department of Employment Development. It is deemed by the Department of Education to be both adequately reliable and valid for distribution of vocational education funds. However, it remains subject to the undercounts and related inadequacies which characterize unemployment rate counts.

The "transiency" measure is one of the four factors used to compute the current SB 90 EDY district allocations. It is the ratio of district average daily attendance to district enrollment. Although the transiency factor is considered reliable, its validity is subject to question since it does not distinguish between children who have left the district and those who are absent for a significant period due to truancy.

"Mobility" is another California Assessment Program factor collected annually by the Department of Education from schools for grades two and three. It is calculated from each second and third grade teacher's estimate of the percentage of students who have been continuously enrolled in that school since the commencement of kindergarten or first grade. Its validity is high; however, it lacks applicability in the higher grades because teachers would have much less knowledge of student enrollment continuity.

Base Variables. The base variables category contains nine factors which are intended to be used in combination with the 13 needs variables identified in tables A-1 through A-4 to develop various indices of need. By themselves, the nine factors do not measure meaningful aspects of educational need. However, they do provide a great deal of flexibility for the development of needs indices which are not among the 13 needs factors provided. These nine variables are identified in Table A-5.

The district "revenue limits" are determined under current law by county superintendents for each school district. This factor is an integral part of the current state system of school finance and is one of several indicators of district wealth.

The "current expense of education" variable represents the majority of the day-to-day expenses of school districts which are supported by federal, state, and local revenues. It can be viewed as an indicator of the total amount spent for general purposes.

"Property tax rates" are the general purpose tax rates levied by school districts for the majority of normal operational expenses. This rate is considered the best measure of local effort to support education.

"Cumulative number of migrant children enrolled" represents the total number of class I, II, and III migrant children enrolled in schools throughout the state. Under federal law, the count of migrant students serves as the basis for generating federal migrant funds.

The variable called "number of A-127 program participants" includes counts of participants in the following programs: ESEA Title I (public and nonpublic), SB 90 EDY, Early Childhood Education, Miller-Unruh, Bilingual Education Act (AB 2284). Gathered as part of the year-end consolidated evaluation, these counts are duplicated so that students in more than one of these programs are included in several program counts.

The "ethnic enrollment" factor, which is expressed as a percentage of school enrollment, is available for the following categories: American Indian, Black, Asian American, Spanish Speaking, other, and total minority. The school enrollment is also included so that the number of students in each ethnic group can be determined. This information was gathered for the racial and ethnic survey of 1973.

"Enrollment" statistics represent the active enrollment for all students in kindergarten through grade twelve (excluding adults). This figure differs from average daily attendance (a.d.a.) measures in that each student is counted equally regardless of the amount of time spent in the district.

Table A-5

DESCRIPTORS OF BASE VARIABLES USED IN EDUCATIONAL NEEDS DATA BASE

Base variables (collection period)	Descriptors					
	Current level of collection	Frequency of collection	Current use	Face reliability	Face validity	Data source
1. Revenue limits (1975-76)	School district	Annually	Part of state school finance system	High	High	Internal
2. Current expense of education (1975-76)	School district	Annually	Part of state accounting for education expenses	High	High	Internal
3. Property tax rates (1975-76)	School district	Annually	Part of state school finance system	High	High	Internal
4. Cumulative number of migrant children enrolled (1975-76)	School	At time of enrollment	Part of funding model for migrant education program	Moderate	High	Internal
5. Number of A-127 program participants (1975-76)	School by grade level	Annually	Part of consolidated evaluation	High	Moderate	Internal
6. Ethnic enrollment (1973)	School	Periodically	General research	High	High	Internal
7. Enrollment (1975-76)	School district	Annually	SDE (information only) population projections by Finance	High	High	Internal
8. Average daily attendance (a.d.a.) (1975-76)	School district	Three times per year	Part of state school finance system	High	High	Internal
9. Modified assessed valuation (1975-76)	School district	Annually	Part of state school finance system	High	High	Internal

"Average daily attendance" is used for determining state apportionments and district revenue limits. A.d.a. is commonly used as a measure of district size and differs from enrollment statistics in that it accounts for changes in student attendance.

"Modified assessed valuation" is a measure of district wealth used by the state to compute state apportionments. The modification, known as the Collier Factor, is needed to correct for differences in assessment practices which exist among school districts.

Variables Examined but Excluded from Educational Needs Data Base

In addition to the 22 variables included on the Educational Needs Data Base, many other variables were examined. Among these were 13 examined in depth. These 13 are included in Table A-6, along with a short description of the reason for noninclusion.

As Table A-6 shows, the majority of the rejected variables were excluded due to lack of information across the entire span of schools or districts, or due to duplication of information already in the data base in a simpler form.

Table A-6

FACTORS EXCLUDED FROM THE EDUCATIONAL NEEDS DATA BASE
AND REASON FOR EXCLUSION

Excluded factor	Reason for exclusion
Achievement factors	
1. A-127 program achievement scores	1. Available only for schools which receive consolidated funding
2. Number of students at or below Q_1 on standardized achievement tests	2. Available only for districts receiving consolidated funding
3. Number of students scoring at or below Q_2 on standardized reading or mathematics tests	3. Available only for schools receiving consolidated funding
Socioeconomic factors	
1. California Assessment Program ethnic count	1. Available only for grades two and three
2. Fourth-count census data	2. None relevant to educational needs (except two factors already included in data base)
3. California Assessment Program parent education and socioeconomic index	3. Available for one year only; unreliable because it is a single estimate (by the principal) of the entire student population
4. Number of AFDC children five through seventeen years old; age breakdown by single years; ethnic breakdown	4. Available only at the county level; Department figures on AFDC by district more useful
5. Number of AFDC children in families with employed vs. unemployed head	5. Available only at county level; adds no information of value to the Department of Education's count of AFDC children
6. SB 90 poverty factor	6. Duplicates information provided by other sources
7. Limited-English-speaking enrollments	7. Available only for schools already receiving categorical funds; better data from the LES/NES survey available
District wealth factors	
1. District relative ability factor	1. Developed for determining vocational education entitlements; duplicates factors already in data base
2. SB 90 index of family poverty	2. Duplicates factors already in data base in less complex form
Other needs factors	
1. Economically depressed area	1. Composite variable -- available only for Standard Metropolitan Statistical Area, counties, and cities; also has low validity

Appendix B

An Explanation of the Fiscal Data Base

The Department of Education has developed a computer file known as the Fiscal Data Base, which contains the following information, by school distrists, for fiscal year 1975-76 for the 15 funding sources described earlier:

- Actual or estimated entitlements
- Actual or estimated number of students served

Like the Education Needs Data Base described in Appendix A, the Fiscal Data Base can be accessed through the Teale Data Center. Inquiries about specific data elements should be directed to the Department's Office of Data and Forms Control. (See Appendix D for file layouts.)

Prospective users of this file should be aware of the source of the data in order to make judgments about its usefulness. To develop this file, it was necessary to gather fiscal information in a variety of forms from several units within the Department as well as the regional office of the U. S. Office of Education in San Francisco. As a result, the funding amounts shown for each district reflect a variety of funding mechanisms and different points in the resource allocation cycle. However, the Department believes that these differences will not materially distort any analysis of the general trends in resource allocations.

Users should also be aware of the fact that although every reasonable effort was made to relate funding amounts to school districts, it was not possible to account for all funds available from each funding source on a district basis. Consequently, allocations made to special county schools, offices of county superintendents of schools, or private schools are not included. The accompanying chart displays the primary sources of the fiscal and enrollment data.

Chart B-1

Primary Sources of Fiscal and Enrollment Information for the Data Base

Funding source	Fiscal data	Enrollment data
1. Early Childhood Education[8]	1975-76 District level consolidated application[1]	1975-76 Consolidated evaluation
2. Miller-Unruh Reading List	1975-76 District level consolidated application[1]	1975-76 Consolidated evaluation
3. ESEA Title I Part A	1975-76 Formula entitlements[1]	1975-76 Consolidated evaluation
4. ESEA Title I Migrant	1975-76 Grant awards to regions[2]	1975-76 Report of migrant enrollments by school[2]
5. ESEA Title IV B (II)	1975-76 District level consolidated application[2]	1975-76 Total district enrollment[3]
6. Educationally Disadvantaged Youth SB 90 EDY	1975-76 Formula entitlements[1]	1975-76 Consolidated evaluation
7. Bilingual Education Act (AB 2284)	1975-76 Formula entitlements[2]	1975-76 Consolidated evaluation
8. Bilingual Education Act (Title VII)	1975-76 USOE summary of grant awards	1975-76 USOE summary of grant awards
9. Mentally Gifted Minors	1975-76 Second principal apportionment	1975-76 Project applications (full-time equivalent)
10. Vocational Education Act Parts B and F	1975-76 Grant awards	1974-75 Year-end reports of enrollment[7]
11. State Special Education Apportionments	1975-76 Second principal apportionment	1975-76 Second principal apportionment[4]
12. Master Plan for Special Education	1975-76 Participating responsible local agencies (RLA)	1974-75 Second principal apportionments and RLA enrollments for 1975-76[5]
13. Education of the Handicapped Act (Title VI B)	1975-76 Summary of grant awards	1975-76 Summary of grant awards and actual applications
14. Emergency School Aid Act (Basic, Bilingual, Pilot)	1976-77 USOE entitlements	1976-77 USOE abstracts of project grants[6]
15. Demonstration Programs in Reading and Mathematics	1975-76 Project grant awards	1975-76 Project grant awards

Footnotes for Chart B-1

[1]Fiscal Data from District Consolidated Applications. Fiscal information obtained from district consolidated applications represents entitlements authorized by the State Board of Education as of June 30, 1976. These figures do not represent amounts actually spent in fiscal year 1975-76. Rather, the approved entitlement levels are the maximum amounts available to districts from the 1975-76 fiscal year budget appropriations. Because the amounts authorized for expenditures closely reflect the amounts actually received by districts, no attempt was made to account for authorized but unexpended funds. In addition, late funding and amendments to previous allocations will also affect district entitlements.

[2]ESEA Title I, Migrant. Project grants are made on a regional basis, and as a result it is not possible to obtain actual district level entitlements or accurate counts of the number of participants. The fiscal amounts used are estimates based on the percentage of migrant enrollment in each district for the 1975-76 fiscal year. Enrollments for each district are cumulative. These figures are representative of the actual expenditures and number of participants in ESEA Title I migrant programs.

[3]ESEA Title IV B (II). Total district enrollment was used for the number of program participants because districts have complete discretion regarding the number of children served with these funds. For example, some districts choose to apply ESEA Title IV B (II) funds toward the purchase of books for all students, while other districts focus their Title IV B (II) funds in different schools each year. Consequently, the use of total district enrollment is considered to be a reasonable estimate of the number of children benefiting from this program.

[4]State special education apportionments. Apportionment information and counts of participants were collected separately for the following categories of special education: physically handicapped, handicapped transportation, mentally retarded, and educationally handicapped. The counts of participants in regular special education programs are expressed in terms of average daily attendance (a.d.a.). In general, most of the counts of participants for other funds are enrollments. By using a.d.a., the number of students benefiting from the program is significantly understated, particularly for students in the learning disability group and speech therapy.

[5]Master Plan for Special Education. The number of participating students in each district is based on fiscal year 1974-75 a.d.a. for participating districts because enrollment figures for master plan districts are available only on a regional basis. A participation rate was computed for each district and applied to the 1975-76 enrollment figures by using the 1974-75 district a.d.a. figures. Because the estimating process is crude, the numbers of participating students for master plan districts is only moderately reliable.

[6]Emergency School Aid Act (ESAA). The Department does not have administrative responsibility for the ESAA program. All funds allocated through this program are sent by USOE directly to participating districts. Fiscal data and enrollment statistics for fiscal year 1975-76 were not readily available from USOE. Because the funding levels and program participants remain relatively constant from year to year, fiscal year 1976-77 data are considered adequate substitutes.

[7]Vocational Education Act (Parts B and F). Enrollments for fiscal year 1975-76 are not currently available for all participating districts. Because the state entitlements for parts B and F have remained relatively constant, 1974-75 enrollments were used.

[8]Early Childhood Education. Continuation and expansion entitlements for Early Childhood Education are accounted for separately for each district. However, only one participant count is available for the combined funding level.

Appendix C

An Analysis of the Relationships Between Selected Funding Sources and Six Indicators of Need

In order to prepare figures 1 through 6, which appear in Section III of this report, a separate analysis was made of the relationships between the six measures of need and the following funding sources: ESEA Title I, Educationally Disadvantaged Youth, Early Childhood Education, Miller-Unruh, the state Bilingual Education Act (AB 2284), and the federal Bilingual Education Act (Title VII). The figures in this appendix display the results of these separate analyses. Figures C-1, C-3, and C-5 present the results of matching numbers of LES/NES students, AFDC children, and Orshansky children to the six funding sources. Figures C-2, C-4, and C-6 present the results of matching concentrations of LES/NES students, AFDC children, and Orshansky children to the six funding sources.[1]

As indicated in the body of the report, extreme care must be used in drawing conclusions from these figures because the high level of data aggregation does not reflect the distribution of funds below the district level. As a consequence, only general trends can be discerned. However, even with this limitation, several interesting patterns can be seen. For example, the six funding sources clearly vary in their responsiveness to the six indicators of need. Figure C-2 which matches the number of AFDC in school districts to the six funding sources, demonstrates the "impaction" portion of the SB 90 EDY formula at work. When Los Angeles is taken into account, 81 percent of the SB 90 EDY resources go to those districts in quintiles 1 and 2 which have 68 percent of the statewide population of children from AFDC families. Similarly, the flat grant allocation mechanism of ESEA Title I is obviously reflected in the close match between percentage of AFDC by quintile and percentage of ESEA Title I funds.

Although it should not be unexpected, the distribution of Early Childhood Education and Miller-Unruh funds in figures C-1, C-3, and C-5 vary from the general trend of the compensatory education funding sources. In the case of ECE, the large percentage of ECE funds in quintile 5 compared to other quintiles in these figures reflect the Department and State Board of Education policy to fund fully all schools which were only partially funded in the first year of operation. As a result, a significant amount of ECE expansion funds were allocated to schools in relatively small rural districts which have small numbers of children who are typically described as disadvantaged. It should be noted this analysis does not reflect the fact that in any fiscal year at least one-half of the schools receiving ECE funds within a given district must be schools with students having the greatest education need. To reflect this aspect of the eCE resource allocation process requires a school-level analysis.

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[1] In each figure, Los Angeles was treated separately because its size would have significantly distorted the analysis.

Fig. C-1. Comparison of six selected funding sources with LES/NES students enrolled

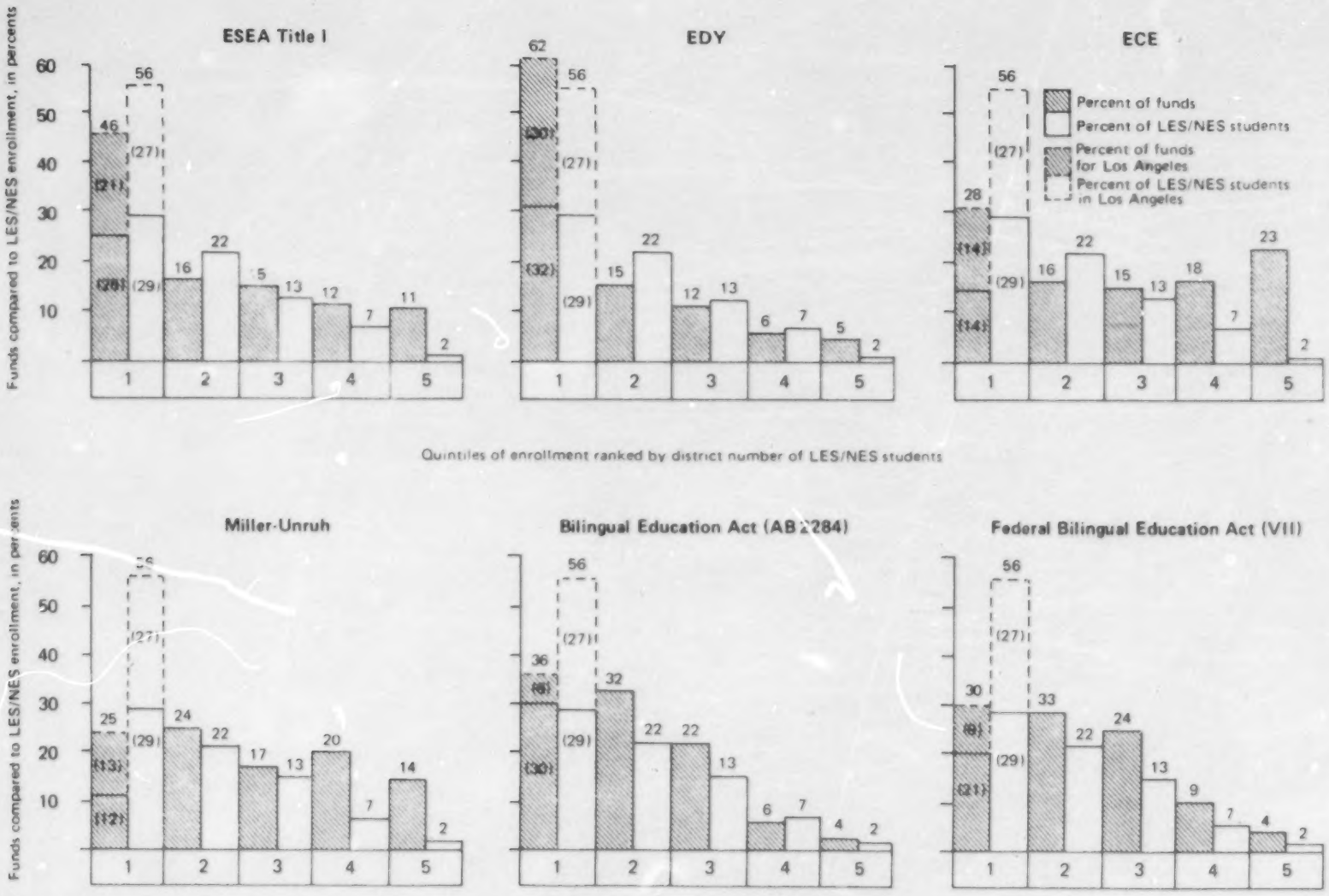

ESEA Title I
EDY
ECE
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Percent of funds
Percent of LES/NES students
Percent of funds for Los Angeles
Percent of LES/NES students in Los Angeles
Funds compared to LES/NES enrollment, in percents
Quintiles of enrollment ranked by district number of LES/NES students

Fig. C-2. Comparison of six selected funding sources with concentration of LES/NES students enrolled

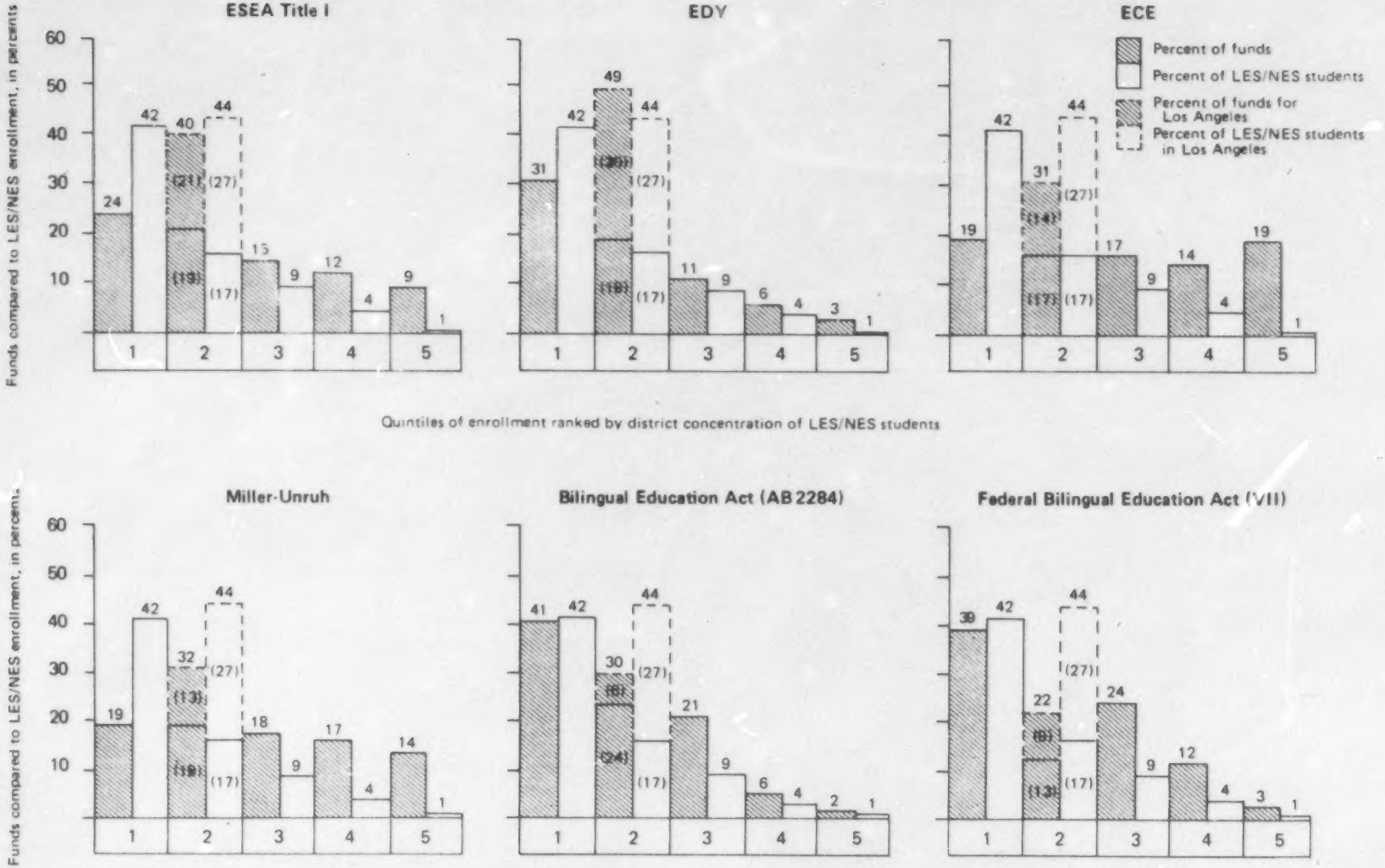

ESEA Title I
EDY
ECE
Percent of funds
Percent of LES/NES students
Percent of funds for Los Angeles
Percent of LES/NES students in Los Angeles
Funds compared to LES/NES enrollment, in percents
Quintiles of enrollment ranked by district concentration of LES/NES students
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Funds compared to LES/NES enrollment, in percents
Quintiles of enrollment ranked by district concentration of LES/NES students

Fig. C-3. Comparison of six selected funding sources with number of AFDC children

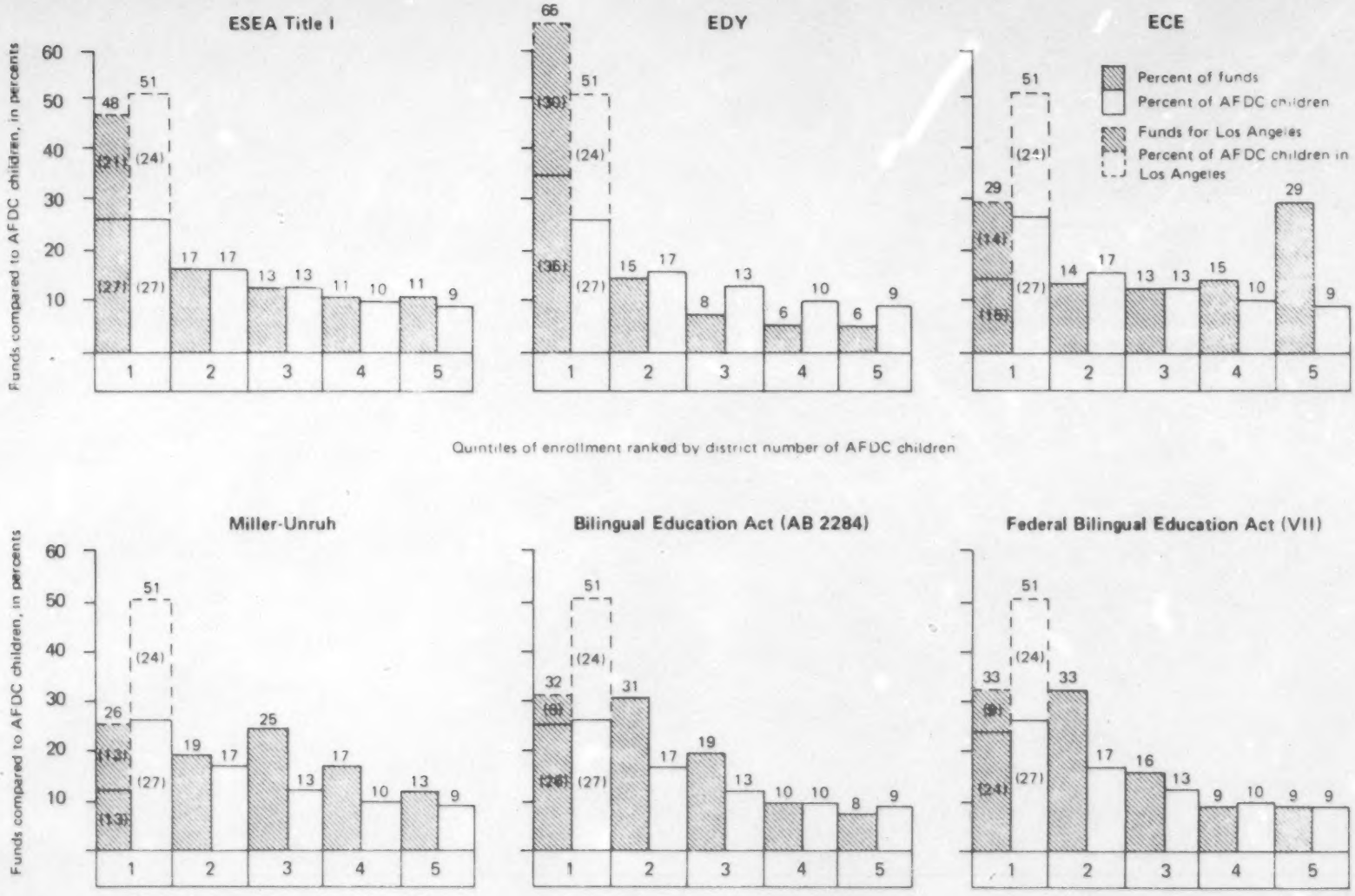

ESEA Title I
EDY
ECE
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Funds compared to AFDC children, in percents
Percent of funds
Percent of AFDC children
Funds for Los Angeles
Percent of AFDC children in Los Angeles
Quintiles of enrollment ranked by district number of AFDC children

Fig. C-4. Comparison of six selected funding sources with concentration of AFDC children

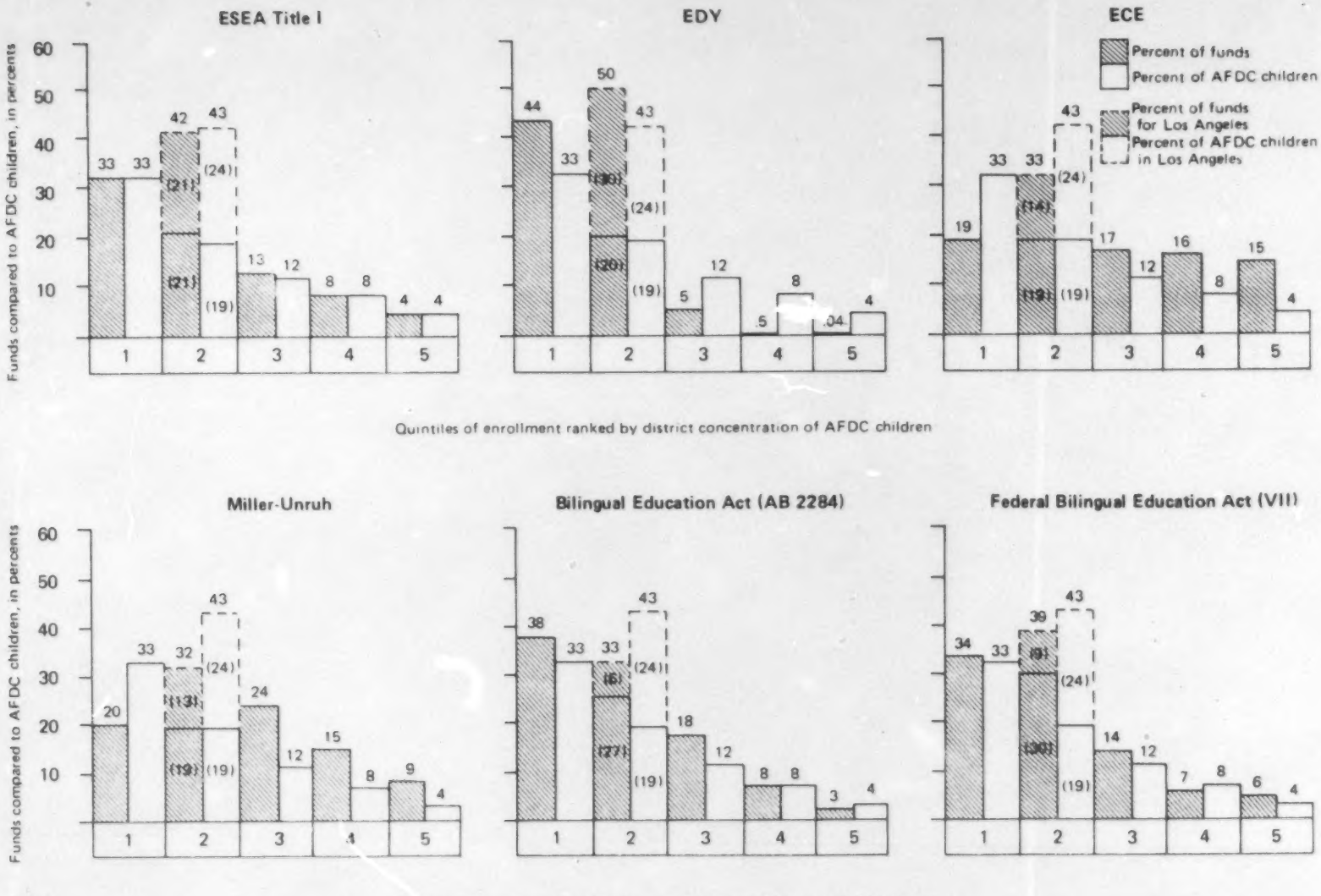

ESEA Title I
EDY
ECE
Percent of funds
Percent of AFDC children
Percent of funds for Los Angeles
Percent of AFDC children in Los Angeles
Funds compared to AFDC children, in percents
Quintiles of enrollment ranked by district concentration of AFDC children
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Funds compared to AFDC children, in percents
Quintiles of enrollment ranked by district concentration of AFDC children

Fig. C-5. Comparison of six selected funding sources with number of Orshansky children

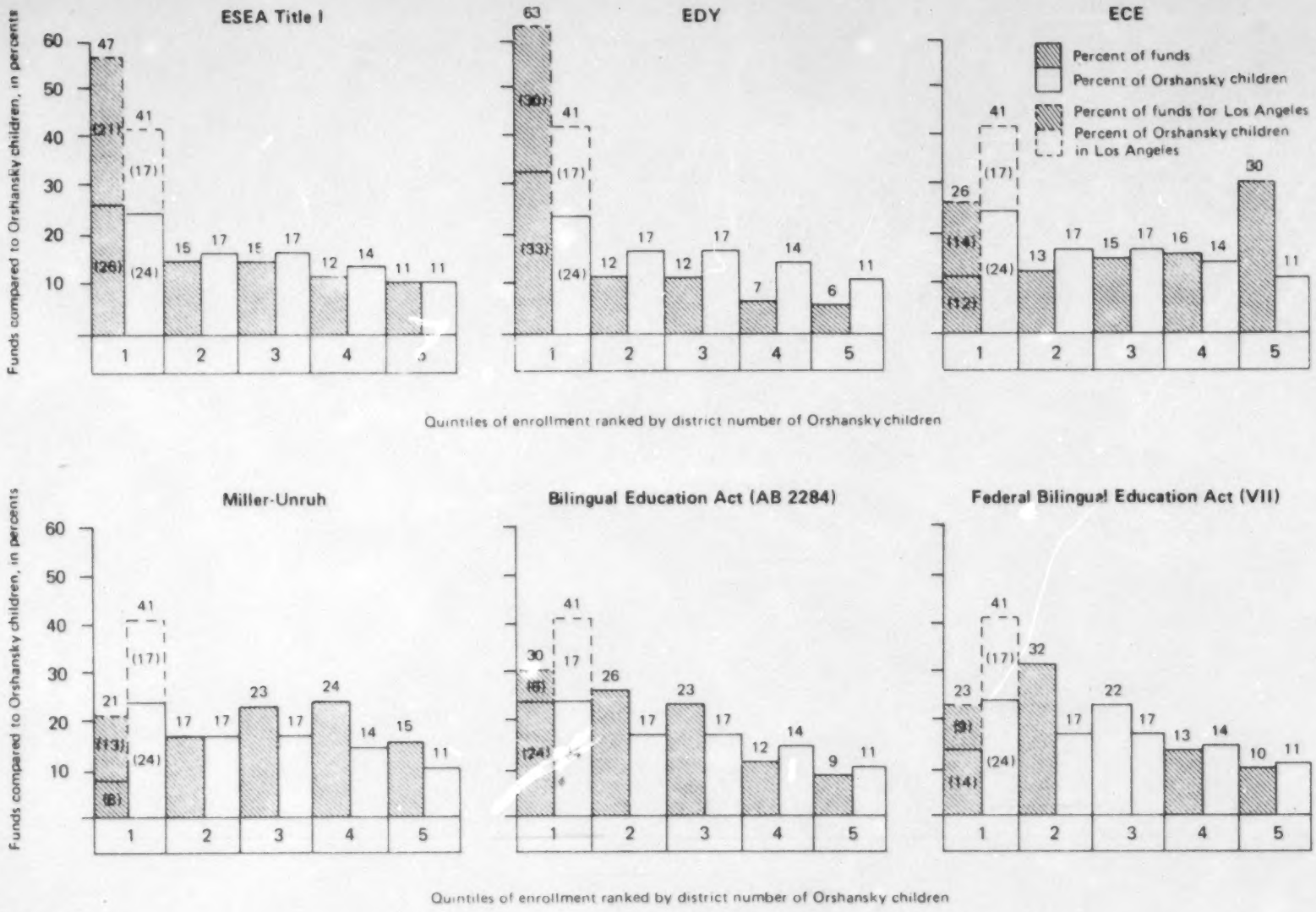
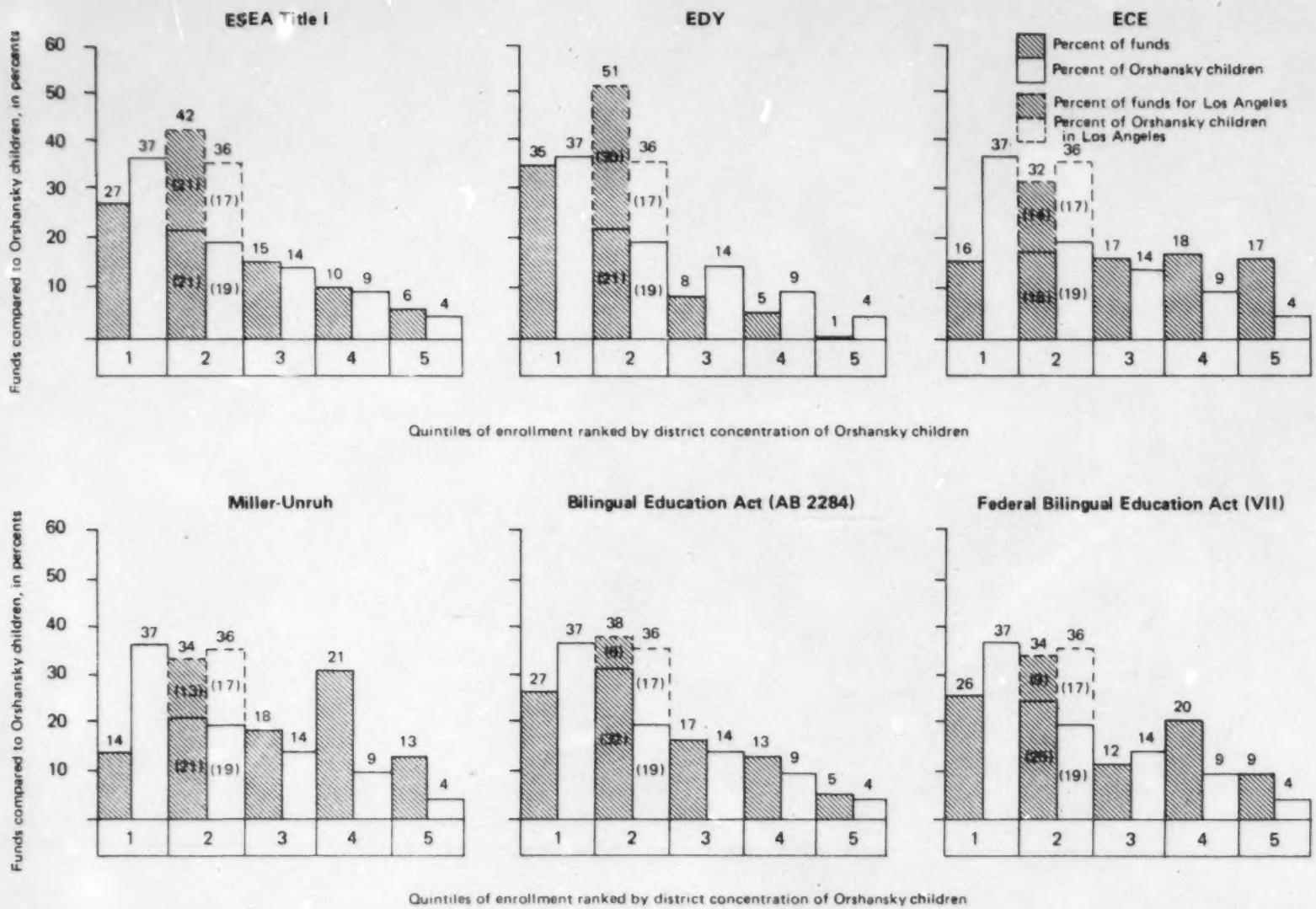

ESEA Title I
EDY
ECE
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Percent of funds
Percent of Orshansky children
Percent of funds for Los Angeles
Percent of Orshansky children in Los Angeles
Funds compared to Orshansky children, in percents
Quintiles of enrollment ranked by district number of Orshansky children

Fig. C-6. Comparison of six selected funding sources with concentration of Orshansky children


ESEA Title I
EDY
ECE
Percent of funds
Percent of Orshansky children
Percent of funds for Los Angeles
Percent of Orshansky children in Los Angeles
Funds compared to Orshansky children, in percents
Quintiles of enrollment ranked by district concentration of Orshansky children
Miller-Unruh
Bilingual Education Act (AB 2284)
Federal Bilingual Education Act (VII)
Funds compared to Orshansky children, in percents
Quintiles of enrollment ranked by district concentration of Orshansky children

Appendix D

Computer File Layouts for the Educational Needs and the Fiscal Data Bases

FILE I LAYOUT (Fiscal Data Base)

Number	Field position	Field size	Description	Data type
1	1-6	6	County-District-School (CDS) Code	I6
2	8	1	District Type	I1
3	9-16	8	AFDC Number	I8
4	17-24	8	Title I Dollar Amount	I8
5	25-32	8	Title I Participants	I8
6	33-40	8	EDY Dollar Amount	I8
7	41-48	8	EDY Participants	I8
8	49-56	8	ECE Continuation Dollar Amount	I8
9	57-64	8	ECE Expansion Dollar Amount	I8
10	65-72	8	ECE Total Participants	I8
11	73-80	8	Miller-Unruh Dollar Amount	I8
12	81-88	8	Miller-Unruh Participants	I8
13	89-96	8	Bilingual Education Dollar Amount	I8
14	97-104	8	Bilingual Education Participants	I8
15	105-112	8	Title II Dollar Amount	I8
16	113-120	8	Mentally Gifted Minors Participants	I8
17	121-128	8	Title VIB Dollar Amount	I8
18	129-136	8	Title VIB Participants	I8
19	137-144	8	Emergency School Aid Act Basic Dollar Amount	I8
20	145-152	8	Emergency School Aid Act Basic Participants	I8
21	153-160	8	Emergency School Aid Act Pilot Dollar Amount	I8
22	161-168	8	Emergency School Aid Act Pilot Participants	I8
23	169-176	8	Title VII Participants	I8
24	177-184	8	Title VII Dollar Amount	I8
25	185-192	8	Demonstration Programs Dollar Amount	I8
26	193-200	8	Demonstration Programs Participants	I8
27	201-208	8	Physically Handicapped ADA	F8.2
28	209-216	8	Physically Handicapped Dollar Amount	I8
29	217-224	8	Mentally Retarded ADA	F8.2
30	225-232	8	Mentally Retarded Dollar Amount	I8
31	233-240	8	Physically Handicapped Transportation Dollar Amount	I8
32	241-248	8	Educationally Handicapped ADA	F8.2
33	249-256	8	Educationally Handicapped Dollar Amount	I8
34	257-264	8	Mentally Gifted Minors Dollar Amount	I8
35	265-272	8	Vocational Education Participants	I8

FILE I LAYOUT (Fiscal Data Base) (continued)

Number	Field position	Field size	Description	Data type
36	273-280	8	Vocational Education Dollar Amount	I8
37	281-288	8	Master Plan Dollar Amount	I8
38	289-296	8	Master Plan Participants	I8
39	297-304	8	Migrant Dollar Amount	I8
40	305-312	8	Migrant Participants	I8
42	313-342	40	District Name	A40

FILE II LAYOUT (Educational Needs Data Base–County Level)

Number	Field position	Field size	Description	Data type
1	1-2	2	County Number	I2
2	3-10	8	Personal Income	I8
3	11-18	8	Noneducation County Property Tax	F8.4
4	19-26	8	Index of Selected Wages	F8.3
5	27-34	8	Unemployment Rates	F8.1

FILE III LAYOUT (Educational Needs Data Base–District Level)

Number	Field position	Field size	Description	Data type
1	1-6	6	County-District-School (CDS) Code	I6
2	8	1	District Type	I1
3	9-17	9	Enrollment	I9
4	18-23	7	Number of Limited-English-Speaking/Non-English-Speaking Students	I7
5	24-32	8	Number of Children below Orshansky Poverty Level	I8
6	33-40	8	Number of Children from Households with an Income Under $3,000	I8
7	41-48	8	Number of Children from Households Receiving Aid to Families with Dependent Children	I8
8	49-56	8	Transiency	F8.4
9	57-64	8	Current Expense of Education per Unit of ADA	F8.2
10	65-72	8	Base Revenue Limit	I8
11	73-80	8	Property Tax Rate	F8.4
12	81-88	8	Elementary Foundation Program ADA	I8
13	89-96	8	High School Foundation Program ADA	I8
14	97-112	16	Modified Assessed Valuation	I16

FILE IV LAYOUT (Educational Needs Data Base–School Level)

Number	Field position	Field size	Description	Data type
1	1-14	14	County-District-School (CDS) Code	A14
2	15-19	5	Socioeconomic Status Index	F5.3
3	20-24	5	Mobility Index	F5.1
4	25-29	5	Grade Two Mean Reading Test Scores	F5.2
5	30-34	5	Grade Three Mean Reading Test Scores	F5.2
6	35-39	5	Grade Six Mean Reading Test Scores	F5.1
7	40-44	5	Grade Six Mean Written Expression Test Scores	F5.1
8	45-49	5	Grade Six Mean Spelling Test Scores	F5.1
9	50-54	5	Grade Six Mean Math Test Scores	F5.1
10	55-59	5	Grade Twelve Mean Reading Test Scores	F5.1
11	60-64	5	Grade Twelve Mean Written Expression Test Scores	F5.1
12	65-69	5	Grade Twelve Mean Spelling Test Scores	F5.1
13	70-74	5	Grade Twelve Mean Math Test Scores	F5.1
14	75-79	5	Total Participants in E-127P Programs[1]	I5
15	80-84	5	ESEA Title I Migrant Student Count	I5
16	85-89	5	Percentage American Indian - Ethnic Survey	F5.1
17	90-94	5	Percentage Black - Ethnic Survey	F5.1
18	95-99	5	Percentage Asian American - Ethnic Survey	F5.1
19	100-104	5	Percentage Spanish Speaking - Ethnic Survey	F5.1
20	105-109	5	Percentage Other - Ethnic Survey	F5.1
21	110-114	5	Percentage Total Minority - Ethnic Survey	F5.1
22	115-120	6	1973 Enrollment - Ethnic Survey	I6
23	121-148	28	School Name	A28

[1]This includes ESEA Title I, Public; ESEA Title I, Nonpublic; SB 90 EDY; ECE; Miller-Unruh; Bilingual Education Act; and American Indian ECE.

Appendix E

An Explanation of Funding Mechanisms Used by Selected Special Needs and Restructuring Funding Sources

Appendix E includes brief descriptions of the funding sources for the 15 special needs and restructuring programs described in the Fiscal Data Base. The summaries describe the funding mechanisms as currently authorized by statute, regulation, and departmental guidelines.

1. Early Childhood Education

Purpose. ECE provides for the comprehensive restructuring of education in the primary grades (kindergarten through grade three) to meet the unique needs, talents, interests, and abilities of each child so that pupils participating will develop an increased competency in skills necessary for later successful achievement in reading, language, and mathematics.

Method of Allocation. Competitive grant (using the consolidated delivery system).

1. State to District. Initially, district participation was based on local interest. Expansion beyond the first year entitlement level is based on factors including student progress, monitor and review (MAR), and program plan ratings.

2. District to School. Schools are selected by the district, subject to the requirement that at least one-half of the participating schools must be those with greatest educational need.

3. School to Participants. Funds are available to all pupils in kindergarten through grade three within a participating school.

2. Miller-Unruh Basic Reading Act

Purpose. The Miller-Unruh Basic Reading Act provides for elementary school reading programs directed towards the prevention and correction of reading disabilities. The Act recognizes that it is necessary to provide a means to employ teachers trained in teaching reading, to provide incentives to encourage such training, and to stimulate the establishment and maintenance of school libraries.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. State to District. Districts apply for an allowance for the employment of reading specialists, school librarians, and any other educational component approved by the State Board of Education such as aides, tutors, interns, and so forth. The number of specialist teachers is based on a.d.a. in grades one through three, with a greater allowance for districts with 40 percent or more of first grade pupils

falling below Q_1 on standardized tests. Applications for new programs and expansion programs are considered on a priority basis in terms of percentage of pupils in grade one who fall below Q_1 on standardized tests.

2. District to School. In participating districts with more than one school, reasonable efforts are to be made to concentrate available teachers in schools with the greatest need. Recent legislation expanded the program to include grades four through six.

3. ESEA Title I, Part A

Purpose. ESEA Title I, Part A, is designed to expand and improve educational programs to meet the needs of educationally disadvantaged children in low-income areas.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. Federal to State (counties). Funds are allocated to counties through the state on the basis of children in AFDC families, children in families below the Orshansky poverty level, and the national average per pupil expenditure.

2. County to District. Funds are allocated to districts according to the number of children in AFDC families.

3. District to School. Schools are ranked by number or percent of AFDC children, and those above the district average may be served. Schools with the lowest grade levels are given preference.

4. School to Participants. Within the eligible schools, all students scoring below Q_2 on achievement tests may be served. Funding must be within the range of $350 to $550 per pupil.

4. ESEA Title I, Migrant Education

Purpose. ESEA Title I, migrant education is designed to expand and improve educational programs to meet the special needs of children of migratory agricultural workers.

Method of Allocation. Formula grant.

1. Federal to State. A per pupil allotment for each state is determined by the number of migrant children identified by the Migrant Student Records Transfer System and the annual appropriation.

2. State to Region. Funds are allocated by service agreements to migrant education regional offices based on a set of guidelines which reflect different levels of need among regions.

3. Region to District. Funds are allocated in accordance with the service agreement to districts (and schools) with identified migrant students.

5A. ESEA Title II, Phase I

Purpose. ESEA Title II, Phase I, is designed to improve the quality of instruction by providing funds to states to acquire school library resources, textbooks, and other printed and published instructional materials for the use of children and teachers in public and private elementary and secondary schools.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. Federal to State. Funds are allocated by census count of the number of children, ages five to seventeen.

2. State to District. Funds are allocated by formula on the basis of relative need. The factors considered are: state average assessed valuation, district assessed valuation, district tax rate per unit of a.d.a., state median tax rate per unit of a.d.a., state standard for number of books per unit of a.d.a., district number of books per unit of a.d.a., and the district's a.d.a.

5B. ESEA Title IV B (II) for Fiscal Years After 1975-76

Purpose. ESEA Title IV B (II) is designed to strengthen libraries and learning resources for children in the public and private elementary and secondary schools.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. Federal to State. Funds are allocated by census count of the children between the ages of five and seventeen.

2. State to District. Funds are allocated by formula on the basis of relative need. Factors considered are: enrollment, limited-English-speaking/non-English-speaking children, AFDC children, schools with an enrollment of less than 800, and the relative tax effort of the district.

3. District to School. Local discretion is used except that the amount of ESEA Title IV B funds generated in the formula by the AFDC and LES/NES children must go to and be used in schools containing AFDC and LES/NES children.

6. Educationally Disadvantaged Youth (SB 90)

Purpose. SB 90 EDY is designed to provide quality educational opportunities for all children in the California public schools because differences in family income, differing language barriers, and pupil transiency require differing levels of financial aid in order to provide quality education for all students.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. State to District. Funds are allocated on the basis of the number of AFDC children weighted by factors of poverty, transiency, and bilingualism.

2. District to School. Schools are ranked on the basis of educational need, which is defined as the number or percent of students scoring below Q_1 on standardized achievement tests. Schools are funded in descending order of need.

3. School to Participants. Within eligible schools, all students scoring below Q_2 on standardized achievement tests may be served. Funding must be within the range of $350 to $550 per year.

7A. Bilingual Education (AB 2284)

Purpose: The purpose of bilingual education (AB 2284) is to develop each child's fluency in English so that he or she may then be enrolled in the regular program in which English is the language of instruction.

Method of Allocation. Competitive grant (using consolidated delivery system).

1. State to District. Project applications.

2. District to School. Project applications identify school sites where programs are to be implemented.

3. School to Participants.

7B. Bilingual Education (Modifications Made by AB 1329)

Purpose. The purpose of the modifications made to the Bilingual Education Act is to offer bilingual learning opportunities to each limited-English-speaking pupil enrolled in the public schools and to provide adequate supplemental financial support to achieve such purpose.

Method of Allocation. Formula grant (using the consolidated delivery system).

1. State to District. Schools with students in kindergarten through grade six who are limited-English-speaking will be ranked by the Superintendent in the order of the ratio of such pupils to all kindergarten through grade six pupils in the district. Funds will go first to the upper 50 percent of the districts with 5[illegible] or more LES pupils. Any added funds will be distributed in rank order. Districts with LES pupils in grades seven through twelve shall receive funds after all LES pupils in kindergarten through grade six have been served. Criteria for priority of eligibility are specified for 1977-78 and beyond.

8. Bilingual Education, ESEA Title VII

Purpose. ESEA Title VII, the federal bilingual education act, is designed (1) to encourage the establishment and operation of educational programs using bilingual educational practices, techniques, and methods; and (2) to demonstrate effective ways of providing for children of limited-English-speaking ability instruction designed to enable them, while

using their native or dominant language, to achieve competence in the English language.

Method of Allocation. Competitive grants.

1. Federal to District. Grants are negotiated directly between the districts and the U. S. Office of Education.

2. District to School. Schools selected for participation are identified in the grant application.

9. Mentally Gifted Minors Act

Purpose. The Mentally Gifted Minors Act provides for a qualitatively improved educational program (special day classes, services, or activities) for students who demonstrate intellectual capacity within the top 2 percent of all students in the same grade throughout the state or who are otherwise identified as having such general intellectual capacity but who, for reasons associated with cultural disadvantages, have underachieved scholastically.

Method of Allocation. Formula grant (State School Fund).

1. State to District. The grant provides $100 per participating pupil, plus $50 for each pupil identified, provided that the amount does not exceed 3 percent of the preceding year's a.d.a. for kindergarten through grade twelve.

2. District to School. The allocation is based on the actual number of students identified and participating in MGM programs.

10. Vocational Education Act, Parts B and F

Purpose. Parts B and F of the Vocational Education Act are designed to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need such earnings in order to continue their vocational training on a full-time basis.

Method of Allocation. Formula grant.

1. Federal to State. Funds are allocated to states on the basis of both the number of persons in various age groups needing vocational education and the per capita income of the respective states.

2. State to District. Allocations to districts are made on the basis of 12 factors falling under the general areas of relative ability, vocational education needs, costs, and manpower needs. Included are assessed valuation, tax rate, vocational education enrollments, and vocational education handicapped enrollments.

11. State Special Education Apportionments

Purpose. Special education apportionments provide for the additional cost of educating pupils who, because of learning, behavior, or physical disorders, cannot fully benefit from the standard educational program.

Method of Allocation. Formula grant (State School Fund).

1. State to District. There are currently 26 categories of students receiving special allowances in addition to basic and equalization aid. The funds allocated to districts to meet the additional costs of educating pupils with special needs range from $10 for consultation for educationally handicapped pupils to $27,000 for each class of autistic children.

12. Master Plan for Special Education

Purpose. The master plan provides for a full range of educational services in the least restrictive environment to all pupils with exceptional needs.

Method of Allocation. Competitive grant.

1. State to Region. A budget is submitted by the responsible local agency (RLA) along with their comprehensive plan for special education. Funds are apportioned to the RLA according to the approved budget.

2. Region to District. If more than one district makes up the responsible local agency unit, the local agency distributes funds to those districts according to the agreement in the comprehensive plan.

13. Education of the Handicapped Act, Title VI B

Purpose. The Education of the Handicapped Act provides for appropriate services to all handicapped youth in the United States ages three through twenty-one, with primary emphasis on serving the unserved.

Method of Allocation. Formula Grant.

1. Federal to State. Pursuant to a state plan, apportionments are made on the basis of the reported number of handicapped children in the state equal to the percentage of the total number of handicapped reported for the nation (counted October 1 and February 1).

2. State to District. Funds are allocated on the basis of the number of handicapped children in each district as a percentage of the state total. In 1977-78 the amount apportioned under this method will be 50 percent of the total received by the state and will increase to 75 percent in subsequent years.

3. District to School. The district must serve the unserved and most severely handicapped first and ensure that all handicapped in the district receive appropriate service. Any remaining funds can be allocated to any school at district discretion and with state approval.

14. Emergency School Aid Act

Purpose. The Emergency School Aid Act is designed to assist the process of eliminating, reducing, or preventing minority group isolation and aiding schoolchildren in overcoming the educational disadvantages of minority groups.

Method of Allocation. Competitive grants.

1. Federal to State. Allocations are determined after amounts are set aside for pilot programs and bilingual programs. Allocations are generally based on the ratio of the number of minority children five through seventeen years of age in the state to the total minority population age five through seventeen for all states.

2. State to District. Basic grants are allocated to certain schools in districts which are included in a district plan. Pilot grants are allocated to certain schools in districts which are 50 percent or more minority. Bilingual grants are allocated to certain schools in districts with a high percentage of students who do not speak English fluently.

15. Demonstration Programs in Reading and Mathematics

Purpose. The demonstration programs establish exemplary programs for intensive instruction in reading and/or mathematics at the junior high school level to serve as demonstration projects aimed solely at developing average competence in students in the basic skill subjects of reading and mathematics and to disseminate information concerning the successful practices of the projects.

Method of Allocation. Competitive grants.

1. State to District. Participating districts are determined through the approval of an application to establish and operate a program. Apportionments are made to participating districts to meet the total approved expense incurred by the district in establishing demonstration programs.

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